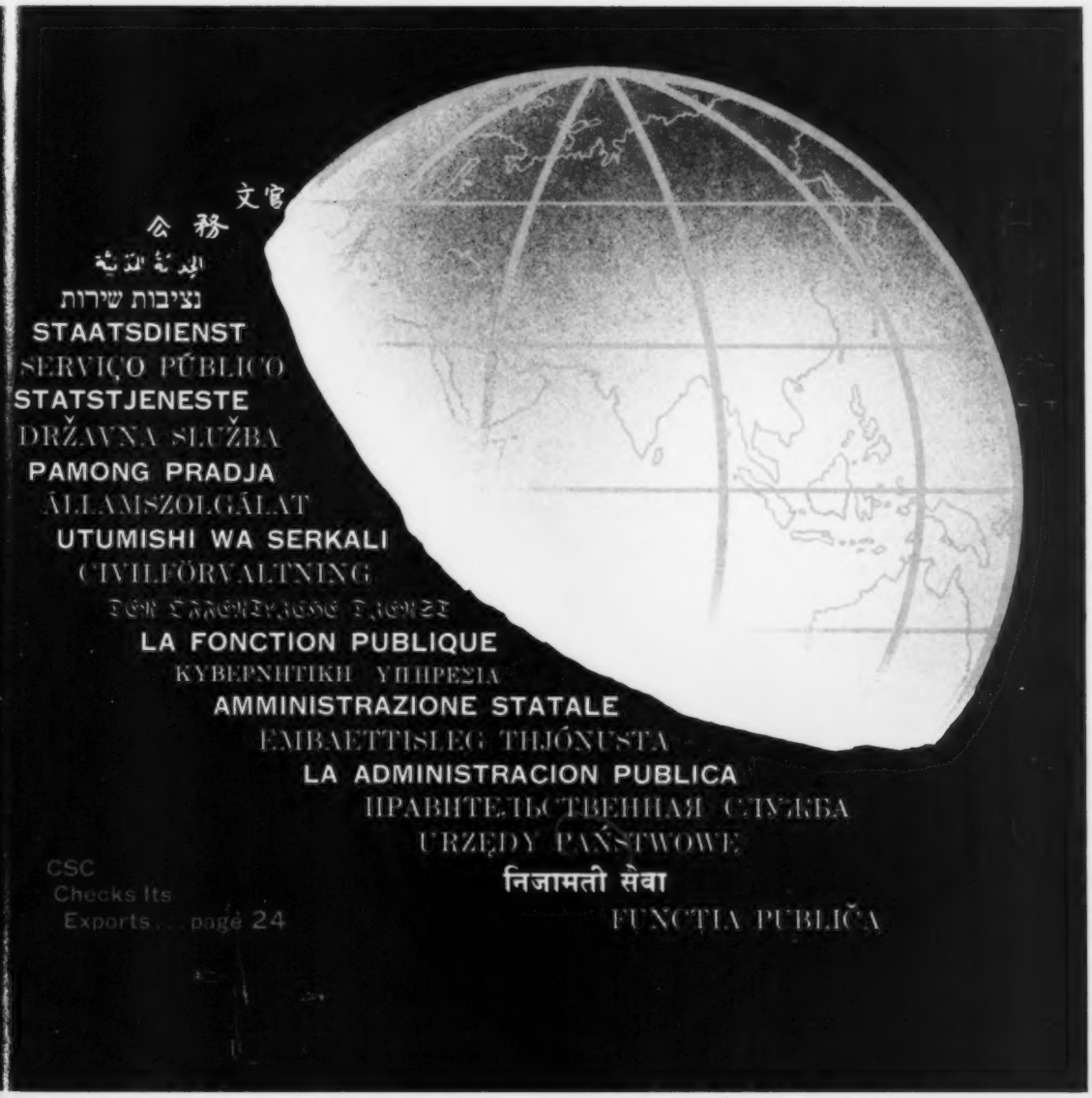
DEPOSITORY
MAY 27 1971
Los Angeles Public Library

CIVIL SERVICE JOURNAL

U.S. CIVIL SERVICE COMMISSION
VOL. 11 NO. 4 APR.-JUNE 1971



CSC Checks Its Exports . . . page 24

CIVIL SERVICE JOURNAL

Volume 11 No. 4 April–June 1971

ARTICLES

Partners in Problem-Solving: The Essence of the IPA by Robert E. Hampton 1
The Federal Executive Service by Seymour S. Berlin 7
Job Evaluation and Pay—A Look Ahead by Philip M. Oliver 16
Cooperative Education—New Goals and Successes by Barbara E. Phinney 20
CSC Checks Its Exports by J. Douglas Hoff 24

DEPARTMENTS

Spotlight on Labor Relations 4
Employment Focus 14
Recruiters Roundup 19
Legal Decisions 22
A Look at Legislation 28
Equal Opportunity 32
Photo credits: p. 20, National Aeronautics and Space Administration and Departments of Army and Navy.

KEY TO COVER: The translations of "civil service" and "public service" are, top to bottom, in Chinese, Japanese, Arabic, Hebrew, Dutch, Portuguese, Danish, Croatian, Indonesian, Hungarian, Swahili, Swedish, German, French, Greek, Italian, Icelandic, Spanish, Russian, Polish, Nepalese, and Romanian.

U.S. CIVIL SERVICE COMMISSION

Chairman	Robert E. Hampton
Vice Chairman	James E. Johnson
Commissioner	L. J. Andolsek
Executive Director	Nicholas J. Oganovic

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: Mrs. Celima L. Hazard, Office of Public Affairs, Room 5351, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C. 20415. Telephone 632–5496 or Code 101, Extension 25496. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Bureau of the Budget by letter of March 20, 1970.

WORTH NOTING

• REGIONAL BOUNDARIES of the Commission will be changed, effective July 1, to conform with uniform boundaries designated by President Nixon for HUD, HEW, Labor, OEO, and SBA.

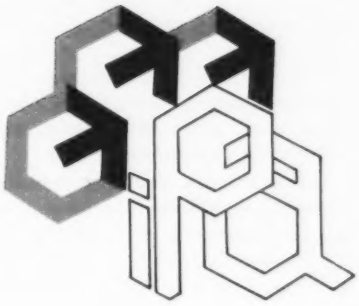
In the Commission's realignment no regional office will be moved, but the following States will have new regional headquarters: Arizona will shift from the Denver to the San Francisco region; Kentucky from Chicago to Atlanta; Minnesota from St. Louis to Chicago; Montana from Seattle to Denver; New Mexico from Denver to Dallas; and both North and South Dakota from St. Louis to Denver.

• FEDERAL SUMMER INTERNS: In a memorandum to all Federal agencies, President Nixon has strongly endorsed the Federal Summer Intern program, in which agencies select outstanding students recommended by their colleges for summer jobs related to their career interests. In addition to gaining work experience, interns serving in Washington will take part in seminars designed to enhance the value of this experience. 263 Summer Interns were appointed last year. Predicted for this summer: 300.

• WORK-STUDY PROGRAMS: In the related field of work-study programs for students, widespread interest has been displayed by educational institutions and Federal agencies. Some schools have instituted major curriculum changes to provide for off-campus work-study assignments. Since there are a variety of possible roles for Federal agencies in making facilities available to provide training and to support work-study programs, the Civil Service Commission has issued Bulletin 300–28 dated December 23, 1970, to clarify for agencies the various program areas and the arrangements appropriate to each.

• VOLUNTARY SERVICE by Federal employees in a wide range of community activities has been given strong support by Civil Service Commission Chairman Robert E. Hampton. In support of President Nixon's program to strengthen volunteer activity in the United States, the Chairman has asked Federal Executive Boards in 25 metro

(Continued—See Inside Back Cover)



partners in problem solving: the essence of the ipa

"We must kindle a new partnership between government and people, and among the various levels of government."

The speaker was President Nixon, the date October 14, 1969. He was talking about the domestic challenges the country faced then and still faces today—challenges that test the ability of the people and the administrative machinery at each level of the Federal system, national, State, and local, to do their part of the job.

We are seeing today the results of failures in public administration, and the development of what President Nixon has described as a "gap between promise and performance in Government." In many instances, we find people questioning the ability of our Federal system to cope adequately with the problems facing modern society.

The President has stressed that he wants to rebuild State and local institutions so that they merit and gain a greater measure of confidence on the part of their own citizens. Success in this effort, he says, will depend on many things, including the adequacy of State and local government's administrative machinery and the quality of their permanent staffs.

It is the quality of their permanent staffs that has been a major subject of concern for many years by people in and vitally interested in public service. The concern originated with crucial shortages—at once existing and projected—of professional, administrative, and technical people. In fact, some observers are convinced that the most critical problem to be faced at the present time in raising State and local governments to the peak of their effectiveness is exactly that—the quality of their professional, administrative, and technical staffs. One observer speaks of them as the people at "the cutting edge," the ones who must comprehend the real nature of the problems, come up with new approaches to them, gain support for these new approaches, and make them work.

by Robert E. Hampton
Chairman
U.S. Civil Service Commission

NEED FOR THE IPA

The Intergovernmental Personnel Act, to strengthen State and local government personnel resources, is the outgrowth of years of concern over the capability and expertise State and local jurisdications will be charged to demonstrate if they are to fulfill the President's New Federalism.

To understand the qualitative manpower needs of State and local governments, it is helpful to review their recent phenomenal quantitative history.

Since 1945 State and local employment has grown 4 times as fast as employment in the U.S. economy as a whole, and 7 times as fast as that of the Federal Government. By 1975, it is expected that over 12 million Americans will be serving State and local governments—a projected increase of 55 percent in the decade since 1965.

Most of the projected growth through 1975—and this is the vital statistic—will occur in professional, administrative, and technical occupations.

Where are these people coming from? Certainly they do not spring full-grown out of nowhere. And a great many of them are perfectly happy, thank you, where they are right now—which is *not* in State and local government.

This is not a new problem. Studies and reports in recent years by many different private and government groups and individuals clearly indicate that the quality of professional, administrative, and technical personnel in State and local governments today, by and large, is not adequate to cope with the problems they will be called on to deal with. They are problems of health, housing, hunger, education, pollution, transportation, and a legion of others, many of which know no jurisdictional boundaries, and all of which call for high levels of professional, administrative, and technical know-how.

LEGISLATIVE BACKGROUND

Small wonder that concerned men and women over a period of years have involved themselves with planning and promoting legislation that would provide useful personnel assistance to these governments, so that they, in turn, might render useful personal assistance to their constituents.

The need to strengthen State and local government personnel, given consideration by three Congresses, was made even more urgent by President Nixon's commitment to the policy of New Federalism, which is specifically aimed at returning to these governments a greater share of the responsibility for the solution of domestic problems. In 1969, the President in discussing New Federalism told the National Governors' Conference, "This must be a cooperative venture among governments at all levels . . . in which power, funds, and authority are channeled increasingly to those governments that are closest to the people. . . . This in turn requires constant attention to raising the quality of government at all levels."

In his State of the Union message to the opening session of the 92d Congress, President Nixon reaffirmed his belief in the necessity of strengthening State and local governments. The success of any such efforts toward this goal, such as revenue sharing, will depend in large part on the extent to which the human resources of State and local governments are sufficiently strong.

GRADUAL DEVELOPMENT

The IPA evolved gradually. Early debate focused on several differing views as to the proper role of the Federal Government in the area of State and local government personnel administration.

Compromise provisions worked out between the involved congressional committees, the public interest groups representing States and localities, the Advisory Commission on Intergovernmental Relations, the Office of Management and Budget, and the U.S. Civil Service Commission played a key role in helping to bring about the passage of the IPA by resolving these conflicts. The compromises also resulted in an act that would more effectively help restore the balance of power in the areas covered by the legislation, between levels of government, helping each to assume its proper place in the Federal system. These provisions dealt with several crucial points such as the role of the Governor vis-a-vis local governments in utilizing IPA grant programs, the basis for grant funds distribution, and the Federal position with regard to innovation and diversity on the part of States and localities in carrying out the IPA.

The enactment of the Intergovernmental Personnel Act, signed into law January 5, 1971, signaled increased involvement of the Civil Service Commission in this crucial domestic program to strengthen and revitalize State and local governments.

ELEMENTS OF THE LAW

The provisions of the IPA reflect the realization that the challenges facing the country today can only be met by unified action on the part of Federal, State, and local governments, with each having the capability to make its full contribution to this coordinated effort.

Among the more significant provisions of the IPA which attempt to achieve this end are those which provide for:

- *Financial grants for strengthening personnel management and training within State and local goverments.*

The IPA provides for general personnel management improvement grants to States and certain localities, under which the Civil Service Commission can meet up to 75

percent of the cost during the first three years from date of enactment (50 percent thereafter) of projects to strengthen State and local capabilities in such areas as recruitment, selection, pay administration, research and demonstration projects, and employment and development of the handicapped and the disadvantaged. The IPA provides that at least one-half of the grant funds distributed to a State shall be used for the benefit of local government personnel administration, thereby insuring the improvement of personnel administration at all levels.

IPA training grants emphasize the need to develop the administrative, professional, and technical staffs of State and local governments, particularly those in the core management areas of planning, financial administration, and personnel administration which are so essential to effective leadership by the chief executive. Training can be obtained from whatever source the chief executive feels would provide the best instruction for the personnel in his jurisdiction, and, if desired, the grants can be used to develop in-house training capabilities. A basic purpose of IPA training grants is to meet training needs not met by other Federal training assistance programs.

The Government Service Fellowship grants providing for study at the graduate level permit the State and local governments wide discretion as to the recipients, the schools to be attended, and the subject matter to be studied. This affords each jurisdiction the opportunity to design programs best suited to deal with its specific needs.

The grants will be made to the chief executives of the various jurisdictions, thereby enabling them to enhance their capacities to govern and administer more effectively, abilities which are crucial elements of the New Federalism. Consistent with this basic thrust, the IPA grant programs are designed to stimulate the establishment of State-wide personnel systems and intergovernmental cooperation in training matters. Intergovernmental cooperation at the State and local level in personnel administration and training will enable each chief executive to obtain greater benefits from the limited resources that are available for IPA programs and for personnel administration generally.

Intergovernmental cooperation is not, on the other hand, a requirement that the Federal Government will attempt to force upon State and local jurisdictions. Instead, the Commission's administration of the IPA will fully recognize the development of personnel administration systems and training programs which jurisdictions find to be best suited for their needs.

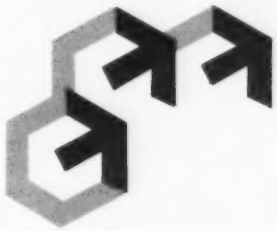
• *The transfer to the Civil Service Commission of responsibility for the administration of the merit system standards function.*

The IPA makes the Commission the single Federal agency responsible for prescribing and maintaining Federal merit system standards. These standards, which State and local governments must meet in order to receive certain Federal grants, were formerly issued jointly by the Secretaries of Agriculture, Labor, Army, and Health, Education, and Welfare. The objective of the merit system requirement is clearly in harmony with the IPA. Now, with its administration supported by the IPA's financial and technical assistance programs, there will be greater opportunities for the States and localities, and the Federal agencies concerned, to work together fulfilling the spirit of the merit system requirement.

• *Technical assistance in personnel administration.*

The meaningful implementation of this aspect of the IPA will help insure that maximum benefits are derived from the other elements of the act, and will provide services to State and local governments in problem areas not reached by cooperative activities or by IPA grants.

A significant portion of the Commission's technical assistance will be provided as part of administering the merit standards function. Other technical assistance will be provided solely upon request of the individual State and local jurisdiction, will be primarily reimbursable, and will be available in a wide variety of personnel administration areas.



• *Intergovernmental cooperation in personnel administration and training.*

Many problems in grant administration could be alleviated if the personnel at different levels of government had a fuller understanding of the problems faced by their counterparts at other levels. The intergovernmental provisions of the IPA open up opportunities for greatly increasing such understanding and cooperation.

The IPA personnel mobility provisions are particularly intended to accomplish this goal. They authorize and facilitate the temporary assignment of personnel between Federal, State, and local governments, thereby allowing a real interchange and exchange of talent and ideas.

The opening of Federal training facilities to State and local employees is another partnership approach which will help State and local personnel increase their ability to administer national programs.

The IPA's cooperative recruiting and examining provisions recognize a natural area of intergovernmental partnership. The joining together of various governmental jurisdictions to meet common recruiting and examining needs will avoid duplication and reduce costs as well as better serve the public. Perhaps most significantly, cooperative recruiting and examining will begin to make the labor market equally accessible to all levels of government.

• *Presidential Advisory Council on Intergovernmental Personnel Policy.*

While the IPA provides specific programs which will strengthen State and local personnel administration, many of the problems facing these jurisdictions cannot be adequately dealt with until they are fully recognized and defined. To make further progress in this area, the IPA provides for a forum to examine public personnel needs as a whole, and develop recommendations to meet them. This is the Presidential Advisory Council, with membership representing Federal, State, and local governments, educational organizations, public employee organizations, and the general public. With its charter and composition, the Council represents an unprecedented opportunity to make an in-depth examination of intergovernmental personnel administration and to make recommendations with potential for significant impact.

IMPLEMENTING THE LAW

The Commission began early to prepare for and implement the IPA. Just as there was intergovernmental cooperation in the drafting of key provisions of the IPA, and there will be a partnership approach in carrying out the act, its implementation involves the States and localities and the organizations which represent them. Some of the groups which have participated in developing plans and guidelines for implementing IPA are the National Governors' Conference, the Council of State Governments, the Conference of Mayors of the U.S., the National League of Cities, the National Association of Counties, and the International City Management Association. In addition, the views of such groups as the Public Personnel Association, the National Civil Service League, the Society for Personnel Administration, and the American Society for Public Administration have been sought. By maintaining close ties with all of these groups during the planning phases, there is a much greater likelihood of formulating programs that will be meaningful in terms of the needs of the jurisdictions concerned.

CHALLENGE OF THE IPA

The IPA has been seen by many as the most important legislation in the history of public administration since the Civil Service Act of 1883. The IPA presents a challenge and an opportunity to the Federal Government and to State and local governments at a critical time in the history of our Federal system. It is meant to strengthen the partnership between governments. To accomplish this goal will require a continuing partnership in the administration of the various programs it authorizes. #

SPOTLIGHT ON LABOR RELATIONS

According to the latest annual recognitions-and-agreements census compiled by CSC's Office of Labor-Management Relations, labor organizations extended their exclusive coverage in the non-postal Federal work force by 9 percent—to a record level of 916,381 employees. This record is particularly impressive in view of the fact that there was a 5-percent decrease in employment among this group of employees during the period covered by the census. At the same time, the number of postal workers in exclusive units declined by 1 percent.

The 9-percent gain in the reporting year ending November 1970 marked renewed acceleration in the spread of exclusive representation, following 2 years of dramatic braking during which the non-postal growth rate slowed from 45 percent to 27 percent in 1968, and from 27 percent to 6 percent in 1969.

In Government as a whole—including the postal service—a 4-percent gain in the number of employees in exclusive units pushed the grand total over the 1.5-million mark (1,542,111), to 58 percent of the work force as against 54 percent a year earlier.

The full report, published in a booklet titled "Union Recognition in the Federal Service—November 1970," is being offered for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

WHITE-COLLAR, BLUE-COLLAR GAINS

Most of the gain in exclusive coverage last year was concentrated in white-collar, or General Schedule, ranks—where the number of employees so represented (487,245) caught up with and surpassed the total (429,136) in the blue-collar, or Wage Grade, segment of the non-postal Federal work force.

Although the white-collar work force decreased by 3 percent, exclusive recognition there jumped by 17 percent—to 35 percent of work force as against 29 percent a year earlier. The gain in exclusive recognition among blue-collar workers was only 1 percent. Of great significance, however, is the fact that a 10-percent drop in employment in this group generated an over-the-year rise from 72 percent to 81 percent in the proportion of the work force so represented.

Organizing activity—as measured by the number of new exclusive units picked up outside the postal service in Government—leveled off last year, when labor organizations duplicated the 14-percent gain in new exclusives chalked up during the previous year. Gaining new exclusives at the rate of one a day, unions opted for smaller units as average-unit size narrowed by 5 percent last year—from 322 to 307 employees each.

Negotiating activity—as measured by increases in the number and coverage of agreements—posted strong gains in Government as a whole, paced by a sharp jump in the number of non-postal Federal workers affected for the first time. Including the postal service, the number of agreements rose by 13 percent—to 1,509, covering a record 1,227,235 employees. Excluding the postal service, negotiated agreements—old and new—last year blanketed 601,505 workers (31 percent of the non-postal work force), marking an 8-percent gain as against a negligible increase during 1969.

DOWNTURN IN POSTAL SECTOR

The 1-percent decline in the number of postal workers in exclusive units last year depressed the total there to 625,730—not a big enough dip, however, to alter the relative level of 87 percent of work force reached in the previous year. Virtually all postal workers so represented were blanketed in seven national units.

The census covers employees in the executive branch, Government-wide, including the Post Office Department (now the U.S. Postal Service). Excluded are employees of the Federal Bureau of Investigation, National Security Agency, and Central Intelligence Agency, and foreign nationals employed at installations outside the United States which are not covered by Executive Order 11491 on Labor-Management Relations in the Federal Service.

—David S. Dickinson

"BIG SIX" NON-POSTAL UNIONS

The American Federation of Government Employees (AFL–CIO) continued to lead all Federal-employee organizations by number of workers in exclusive units. The Metal Trades Councils and the International Association of Machinists both suffered losses in numbers of employees under exclusive recognition as a result of cutbacks in the blue-collar work force, where the bulk of their activity is centered.

Broken down by white-collar and blue-collar representation and by the percentage of change in overall exclusive coverage over the year, the following table illustrates how the "Big Six" non-postal labor organizations fared in 1970:

Organization	*Blue Collar*	*White Collar*	*% of Change*
American Federation of Government Employees	215,768	314,657	+10
National Federation of Federal Employees—Ind.	25,052	52,047	+31
National Assn. of Government Employees—Ind.	37,173	31,442	+18
Metal Trades Councils	63,817	2,272	−12
National Assn. of Internal Revenue Employees—Ind.	—	38,502	—
International Assn. of Machinists	30,647	1,698	−5

An apple, by any other name . . .

by John W. Gordon

from the editor

Recognizing that the classifier is one of our most maligned specialists, we felt that his inning in the Civil Service Journal *was overdue and welcomed Mr. Gordon's offering. If any reader is strongly moved to write a rebuttal, we'll be happy to offer equal "Commentary" space.*

Once there was a manager of a fruit department. His oranges were selling fast, but the apples weren't moving at all.

So the man called in the fruit classifier and said, "I want these apples reclassified as oranges."

The classifier said, "They look like apples to me. They'll never qualify as oranges."

The manager scowled. "These apples have been on the job a lot longer than any other fruit. They're just as important as oranges."

The classifier studied a moment, then, "Tell you what—let's mix them with the oranges and just call them all fruit. We'll be able to broaden their experiences that way and give them some cross-training."

The manager tried this for a few days but people kept picking out the oranges. He called the classifier back. "People are still buying the oranges, and my apples are all getting wrinkled."

The classifier said, "Well, I'm not going to call your apples oranges."

So the fruit department manager went to the store manager and told him how the classifier had refused to cooperate. He concluded, "You know how it is, boss. One rotten apple can spoil the barrel. Unless those apples move out, they'll all be rotten."

The store manager talked to the classifier, "I've got to back my managers. Besides, what difference will it make *what* we call these apples?"

The classifier said, "All right. But let's not just call them oranges. They're so wrinkled, let's call them 'distressed' oranges."

When the "distressed" oranges were put on display, the fruit department manager had an inspiration. He put up a display showing how the wrinkled apples could be used for decoration on tortured fruitwood, wormy chestnut, and dismayed driftwood.

The "distressed" oranges became popular at once, and sold out. The other department managers were envious of this success, and soon were paying premium prices for decayed cabbage, spoilt meat, and broken boxes of cereal. But the craze wore out when the "distressed" oranges began to smell like rotten apples in the customers' homes, and nobody came into the store because of the frightful odors.

The store manager, anxious at last to do the right thing, had his own job reclassified as "garbage collector," and became an instant success because of the tremendous stockpile already on hand.

MORAL: Good classification is a virtue.
A little virtue will never hirtue.

MR. GORDON is Chief, Position Management Section, Civilian Personnel Branch, 2750th Air Base Wing, Wright-Patterson Air Force Base, Ohio.

plan and promise...

THE FEDERAL EXECUTIVE SERVICE

by Seymour S. Berlin
Director, Bureau of Executive Manpower
U.S. Civil Service Commission

PRESIDENT NIXON on February 2, 1971, recommended to the Congress the establishment of a new Federal Executive Service, in recognition of the vital importance of executive manpower in meeting the Nation's goals. The President's message launched a period of intensive consideration of this landmark proposal to modernize and revitalize executive manpower management in the Federal service.

BACKGROUND

The present system for managing executives—those in the top three grades of the General Schedule and their equivalents in other salary systems—has grown up over the years as a mutation of the system that applies to all Federal employees from the lowest grade messenger on up. Always ill-adapted to the special needs of the executive level, it has had to be patched and distorted to permit it to adjust to the crises the country has faced over the last two decades. One group of employees after another has been excepted from it to varying degrees, until today we have an unmanageable jumble of special authorities and partial exclusions, held together less by plan and purpose than by a rigid framework of rules.

Dissatisfaction with this system has been mounting. It is bipartisan and general, coming from top agency management and the executives in the affected group; from the President and the Congress; from scholars and special commissions.

In 1964 the Civil Service Commission appointed a blue ribbon task force under the leadership of Executive Director Nicholas J. Oganovic to study the problem and advise the Commission on a course of action. On the basis of the recommendations of this task force, the executive branch in 1966 took an important first step in inaugurating a modern executive manpower program for the Government. This effort, the Executive Assignment System, was established by Executive order to bring about, as rapidly as possible, those improvements which could be made within existing legal authorities.

The Executive Assignment System cleared away some of the clutter of decades during which the system for managing executive manpower had evolved erratically by fits and starts. This left those elements of the existing system which were fixed by law exposed to critical scrutiny.

In 1969 Chairman Robert E. Hampton, and his colleagues on the Civil Service Commission, Vice Chairman James E. Johnson, and Commissioner L. J. Andolsek, charged the Bureau of Executive Manpower to undertake a comprehensive study of the existing arrangement. Drawing on 3 years of operating the Executive Assignment System and many years of experience with the entire executive manpower management problem, the Bureau examined the present system and concluded that the problems inherent in it are too basic to be solved by further patching and that an entirely new start must be made.

The fundamental problem with the existing system is that it simply is not working. New programs are being established and top quality executives are not readily available to man them. Neither the President nor the Congress can obtain a comprehensive picture of Federal executive manpower resources and needs. So many exceptions have had to be allowed that today more than half of the existing top level positions are not subject to integrated Congressional oversight. Agency allocations of manpower are often not in accord with level of program activity and are only sluggishly responsive to changes in priorities.

Top agency managers are plagued by their inability to allocate their executive manpower resources to produce optimal efficiency and maximum program effectiveness. They are frustrated by the red tape which binds them in filling key positions, particularly as it creates serious time lags during which program accomplishment comes to a halt. They are irritated by the proliferation of systems and authorities, each under a different set of ground rules.

Career executives, too, have complaints. Hemmed in on all sides by "protections," they are virtually immobilized. Seventy percent have made no interagency move since they reached the mid-level grade GS–13, though more than half express an interest in moving. Because the positions of highest responsibility tend to be labeled "noncareer," the career service finds itself with an artificial ceiling on its advancement possibilities. Too often career executives of the highest ability are forced to leave the Federal service to fulfill their potential—a very serious loss. Identified as a special sacrosanct group, career executives find top agency management often reluctant to accept and use them in full partnership.

The proposed new approach, the Federal Executive Service, although it addresses these problems, was designed from a broader point of view than merely as a corrective. It is a comprehensive, total system to meet the executive manpower needs of a modern Government.

OBJECTIVES

The goal of Federal executive manpower management has not been changed in that it must continue to provide in a timely manner the right number of executives with the right abilities and outlook, motivated and empowered to exercise their responsibilities in the most effective way. To this end, an executive manpower program must:

- Require that top agency executives carry out their responsibility for executive manpower management and assist them in doing so.
- Insure that executives who have responsibility for Government programs have commensurate authority over their executive resources in proper balance with the needs of the Government as a whole and the long-run needs for a career work force.
- Provide the quantity and quality of talent required, by forecasting needs, recruiting and developing potential talent at all levels, and maintaining a pool of talent.
- Insure that the executives in the Federal Government are responsive to public policy as enunciated by the President and the Congress.
- Provide individual executives with opportunities to achieve their full potential for contributing to the Nation's progress and for personal growth, recognition, and work satisfaction.
- Assure that high quality employees at entry level and at the mid-management level perceive that they can rise to the top and exercise high responsibility, retaining reasonable security.
- Provide a central source to review, analyze, and make recommendations on all aspects of executive manpower management, giving the President a means to hold agency heads accountable for the management of their executive manpower resources, and supplying the Congress with information it needs to discharge its oversight in this area.

The proposed Federal Executive Service has been designed to accomplish these objectives.

FEATURES

The new system is, on the one hand, conservative, building on the present system and preserving its good features, yet, at the same time, boldly innovative.

Coverage

The Federal Executive Service (FES) will be a single uniform system covering the approximately 7,000 executives now in grades GS–16, 17, and 18 and persons in positions not in the General Schedule but paid in the same salary range.

The term "executive" is used to cover all upper level employees, including those whose inclusion in this level is based on highly professionalized expertise in various disciplines. The upper levels, in fact, are increasingly characterized by a high concentration of professional people. Forty-five percent today are in science, engineering, and allied fields and another 15 percent are professionals in such areas as social science and law. The "manager" in the old sense now constitutes a minority of the upper level group, yet, interestingly enough, more than three-quarters of this group are in one way or another program managers. The FES avoids making distinctions which would tend to compartmentalize the upper levels and inhibit effective use of individual capabilities. "Executive," here, means simply being in the upper level and does not describe position activity.

Executives outside the executive branch are not covered. Also excluded are those serving in an organization which, because of the unique nature of its mission, is not suited for inclusion, such as the CIA, FBI, and the Foreign Service.

This provision wipes out a maze of special authorities and parallel personnel systems which have grown up in

answer to transitory special needs. These have been difficult to comprehend and have resulted in inequities—generally similar employees in the same management environment being accorded very different treatment.

Definition of Career and Noncareer

The FES will include, as the present system does, both career and noncareer executives, but the two groups will be even more sharply differentiated than at present. Noncareer executives will be appointed at the discretion of the agency head and will serve at his pleasure, having no tenure rights whatsoever. The noncareer category will cover all executives whose service with the Government is expected to be of limited duration. The present implication of "political" will be eliminated, for the noncareer group will include top level experts from industry and universities who take short-term assignments in the Federal service with no intention of remaining permanently, as well as those appointed because of special confidence or because of their political or program philosophy.

The new definition of noncareer executive recognizes the reality that a significant proportion of top level personnel are what have been called "in-and-outers." They are not interested in long-term Government careers. While they are not necessarily "political" types, it makes little sense to give them retention rights and to treat them generally as if they were to remain permanently. Under the FES noncareer provisions, it will be possible to employ such short-term executives with virtually no red tape or delay.

Career executives will be chosen, as now, by the agency head under merit principles. They will retain their protection under veteran preference law and will also be accorded tenure rights beyond what they have at present.

The Career/Noncareer Mix

The proportion of career to noncareer executives today is not controlled. It has, as a matter of experience, fluctuated only very slightly over the years with no variation traceable to Administration or to the political party in power. The FES provides for establishing this ratio into law, so that, Government-wide, the proportion of career executives cannot fall below 75 percent of the total, the approximate present figure. The Civil Service Commission, after collaboration with the Office of Management and Budget, will annually establish a career/noncareer ratio for each agency according to its special needs.

The fact that today there is no real impediment to a major expansion of the noncareer component of the executive group poses a danger which fortunately has never materialized. The FES insures that it can't. The existing ratio of career to noncareer executives has proved an effective one, providing a large merit-based career staff with program expertise and agency knowledge, supplemented by sufficient transitory staff to give an Administration a reasonable number of its "own men" to serve as advocates.

Annually tailoring each agency's ratio to its own needs reflects the wide variations among agencies which exist at present and recognizes that requirements need constant reevaluation in light of program changes.

Appointment Procedures

Noncareer executives can be appointed freely by the agency head in numbers not to exceed the ratio allocated to the agency. Career executives will be selected by the agency head, but cannot be appointed until they have been approved by a Qualifications Board of distinguished representatives of the occupation or discipline involved from within and outside the Government. The Qualifications Board, acting as an arm of the Civil Service Commission, will review the proposed appointment to assure that:

(1) It is being made after a broad-based recruiting program;
(2) Bona fide consideration was given to the best talent available; and
(3) The proposed appointee is one of the best qualified of those considered.

Qualifications Boards will not pass on the qualifications of members of the FES who move between agencies.

The proposed procedure gives the agency head utmost authority to appoint individual noncareer executives to meet his needs for program accomplishment. He also selects, as he does today, career executives under merit principles. The continued quality of career appointees

'it will integrate executive resource allocation with program plans and needs on a current basis . . .'

and adherence to merit principles are insured by the requirement of prior approval by an eminent and impartial board. Career employees serving at lower grade levels who are appointed to the FES—and these constitute the vast majority of the total—will have to be among the best qualified of those considered, just as those who come in from outside the Government.

Assignment of Executives

Career and noncareer executives, though sharply distinguished in appointment and retention, can be assigned interchangeably to promote the most efficient accomplishment of program goals. Assignments will not be designated "career" or "noncareer." A career executive must accept any assignment within his agency that is properly within the scope of the FES and at any location.

It has long been apparent that the present rigid distinction between "career" and "noncareer" positions does not reflect reality. In fact, executive positions in the Government lie along a continuum in respect to policy involvement, with only a comparative handful at either extreme which can be reliably classified into these two categories. Furthermore, the tendency has been to categorize positions of the highest responsibility as noncareer. This has resulted in a limitation of opportunity for those in the career service, since a career executive who elects to move into one of these top positions forfeits the career rights he has built up over the years. Under the FES, he may accept any assignment without such jeopardy.

Tenure and Employment Agreements

Upon approval by a Qualifications Board, career executives will be offered an employment agreement to cover a 3-year period. Under this agreement, the executive can, at any time, transfer to another agency, resign, or retire, if eligible. The agency cannot remove him except for cause, disability, or refusal to accept a reassignment. He is specifically exempted from reduction-in-force procedures.

Upon the expiration of a 3-year agreement, the agency may:

(1) Offer the career executive a 3-year renewal agreement;

(2) Offer him a continuing GS–15 position in the competitive service; or

(3) Retire him, if he has had 30 years of service.

If the executive is offered a renewal agreement but declines it, he must be either:

(1) Offered a continuing GS–15 position in the competitive service, or

(2) Retired as above.

If the executive has not been offered a renewal agreement, and declines the agency's offer of a GS–15, he may receive, if otherwise eligible:

(1) Severence pay, or

(2) A discontinued service annuity.

If, however, he has declined both a renewal agreement and an offered GS–15, he is entitled neither to severance pay nor a discontinued service annuity.

Noncareer executives do not receive employment agreements; they serve at the pleasure of the agency head.

The agreement provision means, in effect, that at the top of the career civil service there will be a group of outstanding civil servants, fluctuating in membership, all of whom at a particular time are in a position to make an outstanding contribution to accomplishing the Nation's goals. As the country's priorities shift, or as his own capacity to contribute alters, an executive who is part of the career service is assured of a permanent-type position at the GS–15 level. Far from creating an untouchable elite corps, the FES proposal recognizes that the country's needs demand that the executive group be composed only of individuals *currently* making an exceptional contribution, and that persons serving in career executive positions are periodically reviewed for retention in the group.

There is no ground for fears that an Administration will take advantage of nonrenewal to remove large numbers of career executives, replacing them with noncareer types. Quite apart from the inherent irresponsibility of such an action—the loss of any significant number of top level career executives would cripple the operation of the Government—the FES sets up firm safeguards against it. Those who are not offered renewal have to be offered bona fide continuing senior positions, without causing displacement or reduction in grade of any incumbent GS–15 employee. Furthermore, under the ratio limitations a career executive can be replaced only by another career executive; the high quality of newly appointed career members of the FES is insured by the mandatory screening by Qualifications Boards.

Under FES no individual will have a vested right to executive status, but will have full rights to continued service at a senior level of responsibility. The group who have 30 years or more of service may, it is true, be retired at the agency's option. While in some cases such agency action may result in an individual's retiring a few years before he himself would have elected to do so, no one will thereby be subjected to serious financial hardship, since all executives with 30 years of service are en-

'it will accept the realities of modern organizational structure and executive relationships at the top . . .'

titled to a very substantial annuity. (Only 5 percent will be under age 55 when the first agreements fall due.)

Employment agreements in no way restrict an executive in making a personal choice to transfer, retire, or accept a position outside the Federal service, but during the period of the agreement do give him substantial protection against removal by the agency.

Interagency Movement

Executives serving under initial or renewal employment agreements may transfer between agencies at any time without additional review by a Qualifications Board. If the transfer occurs during the life of an agreement, the agreement the executive makes with the new agency can extend only to the expiration date of the existing agreement, with the usual 3-year renewals thereafter.

This provision facilitates interagency movement, but at the same time insures that executives will not move about merely to avoid having their continuing contribution reviewed. Interagency movement will be further encouraged by the continuance of the existing Executive Inventory and by the increased variety of assignments an individual will be given within an agency, broadening his experience and preventing the excessive specialization that today stands in the way of mobility.

Compensation

The present grade levels GS–16, 17, and 18 will be abolished and instead a range of compensation established extending from the sixth step of GS–15 to the salary of a Level V executive, approximately $28,000 to $36,000 at present. An individual executive's compensation will be established within this range by mutual agreement with the agency, and will depend on such factors as his experience background, his value to the agency, and his duties and responsibilities in the assignment given him. The average salary of all executives in any agency, however, cannot exceed the executive average which will be set by the Civil Service Commission after collaboration with the Office of Management and Budget. This "average" may be adjusted for any given agency to meet its unique needs.

An individual's pay can be increased while he is in the Federal Executive Service, but cannot be reduced. If he returns to a GS–15 position, he will receive the last pay he was getting in the executive service for two years and then will be placed in the step of GS–15 he is entitled to on the basis of his service in GS–15 and in the Federal Executive Service, together.

Under the FES, agencies will have flexibility in determining pay in accordance with contribution, recognizing that many of the distinctions we now make between grades GS–16, 17, and 18 are based more on hierarchical and organizational protocol considerations than on real differences in duties and responsibilities. Control over a general escalation of executive pay is achieved by establishing a maximum and a minimum rate and by requiring adherence to an overall average.

Position Management

There will be no positions as such, established and classified centrally. Instead each agency will use the method of position management which best meets its individual needs.

This has the effect of eliminating the duplication of personnel systems we have today, one for positions and one for people. It permits an agency to focus attention on its overall leadership needs rather than on the requirements of individual positions. It recognizes that most assignments at these levels are shaped in substantial part by the characteristics of the man serving in them. It facilitates the assignment of individuals to combinations of responsibilities which give them the fullest scope for realizing their abilities to the maximum.

Executive Development

Employment agreements provide that the agency must offer training and development opportunities to executives and that the executive is obligated to participate in them. This provision recognizes, first, that even the most talented and best trained executive needs self-renewal and can profit from keeping abreast of fast-developing disciplines and changes in the management environment, and, second, that management has an obligation to see that employees are given appropriate development opportunities.

Appeals

Career executives may appeal to the Civil Service Commission violations of employment agreements and geographic transfers when the executive and the agency cannot concur as to whether undue hardship is entailed. The career executive is thereby assured of an impartial hearing if he feels he has been assigned for reasons other than to promote the efficiency of the service.

Allocation of Executive Resources

Each agency is required to request annually from the Civil Service Commission authority to appoint a specific number of executives based on its:

(1) Current level of budget and program activity,

'it will insure that the Nation's business is in the hands of the most capable executives available . . .'

(2) Current level of executive staffing,
(3) Anticipated program activity and budget requests,
(4) Pending legislation,
(5) Level of work, and
(6) Status in respect to other factors which may be prescribed by the Civil Service Commission and the Office of Management and Budget.

CSC, after collaboration with OMB, will determine an appropriate allocation of executive manpower for each agency. CSC also has the authority to adjust authorized numbers in the case of an unforeseen emergency's occurring during the year. This emergency adjustment can amount in the aggregate to no more than a 1 percent increase in the FES during any year.

Under the FES, planning for executive manpower will be integrated with program plans, and changes in program will be promptly reflected in resource allocation. It will become impossible for an agency to retain authorized executive manpower which is no longer justified by its level of activity. A coherent staffing pattern for the Government will emerge, free from the present swellings and disfigurations which have resulted from piecemeal examination of agency requests. The proposed system will be quickly responsive to emergency needs, while maintaining firm safeguards against unbridled growth of the executive group.

Reports to the Congress

CSC will annually make a detailed and comprehensive report to the Congress on its stewardship of Federal executive manpower during the preceding year and on projected plans for the coming one, including size, career/noncareer ratio, and average salary for each agency. Proposed levels will become effective 90 days after submission unless Congress acts to the contrary.

For the first time, Congress will have at its disposal a comprehensive overview of executive manpower in the Government. It relinquishes none of its prerogatives for oversight of the system, but will be freed of the irksome special requests from agencies, with which it has had to deal in the absence of adequate information on the total picture.

Excluded Agencies

The Government of the District of Columbia and agencies in the judicial and legislative branches which have positions paid within the FES range are required, to the maximum extent possible, to adopt a program like the FES. Other agencies with exempted employees are urged to adopt as many features of the FES as they can use.

System uniformity is a desirable end in itself and will decrease the isolation of executives in excluded agencies and systems.

Transition

Present incumbents of career positions in the GS–16, 17, or 18 pay range will be given the option either of entering the FES in their agency or continuing in the appointment they hold on the date the FES goes into effect. If an executive chooses to join the FES, he will be given a 3-year employment agreement without Qualifications Board screening. If he remains under his existing appointment, he may retain that status with the same rights and benefits until he leaves it by transfer, retirement, or resignation.

Executives who, on the effective date of the FES, are in the excepted service in positions which are in no sense "career"—Schedule C positions or noncareer executive assignments—will be given noncareer appointments under FES. Excepted executives of other types—those excluded by law or serving in Schedule A or B positions—may at the option of the agency be offered a career appointment and an employment agreement without the approval of a Qualifications Board. If the employee accepts the offered agreement he will have all the rights of any other career employee. If, on the other hand, the employee rejects the agreement or if his agency elects not to offer him one, the agency must permit him to remain in his current excepted appointment with no change in his existing tenure or other rights.

The provisions for transition between the present system and the FES provide maximum protection for current career executives.

Executives in excepted positions, apart from those in Schedule C or noncareer executive assignments, may be treated in the same way as career executives if the employing agency chooses. The reason for the distinction between this group and those in noncareer executive assignments is that many of the former are career Federal employees to all intents and purposes. They are carefully evaluated at the time of appointment and remain in the Government service until they retire. Others in this ex-

'it will give career executives greatly expanded opportunities to exercise their full abilities . . .'

cepted group more nearly resemble the noncareer executive. The employing agency is best able to distinguish between the merit employee and the true noncareer executive. In any case, no member of this group stands to lose any existing rights.

IMPLICATIONS

The FES will make these important contributions to effective manpower management:

- It will integrate resource allocation with program plans and needs on a current basis.
- It will permit the executive and legislative branches to work together as partners in providing executive resources to meet the Nation's needs.
- It will give top agency managers the authority to use their executives as needed for most effective program accomplishment.
- It will sweep away outdated central controls and permit individual agencies to adopt position management methods tailor-made to their program, their clientele, and their work force.
- It will accept the realities of modern organizational structure and relationships at the top of an organization, recognizing that many distinctions we currently are drawing between career and noncareer and between grade levels are mechanistic rather than substantial.
- It will remove the political connotation from noncareer executives, redefining them as simply executives whose tenure in the Federal service will be much less than a full career. It will permit their employment with a minimum of red tape.
- It will recognize that the majority of assignments at these levels have a policy component, and that many career executives can serve in these assignments with exceptional effectiveness.
- It will insure that the Nation's business is in the hands of the most capable executives available and that an individual's contribution is evaluated on a current basis in light of changing needs.
- It will preserve the right of individuals to tenure at a high level of responsibility and will protect them against major financial loss, but will change the notion that once a person has passed the executive hurdle, he should remain an executive permanently regardless of changes in his ability to contribute to meeting program goals.
- It will give career executives greatly expanded opportunities to exercise their full abilities, both by opening up to them positions at the highest level of responsibility and by giving them a wider variety of assignments.
- It will insure that the bulk of executives will be from the career service by fixing into law the maximum possible noncareer representation.
- It will encourage interagency mobility, by providing more varied experience and increased training opportunities, and by the continued use of the Executive Inventory.

It is important to realize, however, that neither the FES nor any other system can, in itself, create good manpower management. Once the FES has cleared away the impediments, the real work of generating a climate which fosters excellence will be just beginning.

We must redouble our efforts to plan for future executive needs. We must more systematically locate and cultivate potential executive talent. We must consciously seek to encourage access into the executive ranks of able individuals from all segments of society. We must look for better ways of attracting top quality into the Federal service. We must give increased attention to the managerial and professional development of present executives. We must broaden the experience and viewpoint of executives by stimulating mobility. We must develop a system of meaningful performance appraisal against program objectives. We must find ways to reward and recognize executives who make outstanding contributions. These things cannot be legislated into existence, but they are no less essential for that.

As the President stated in his message to the Congress on the FES, "It is on our Federal executives . . . that the task of translating broad public policy into operational reality rests most heavily. These men and women are among the most valuable resources that we have. . . . We must not use them wastefully. We must not let their talents and their dedication be squandered." Establishment of the Federal Executive Service will be a major advance in the management of executive manpower resources in the Government. #

employment focus

At the end of each fiscal year the Civil Service Commission conducts a Government-wide survey of the salaries and wages paid to full-time Federal civilian employees. A great deal of data is collected on every aspect of Government pay and a complete summary and analysis of the information is published annually in the pamphlet, "Pay Structure of the Federal Civil Service." Statistics quoted in this article are based on the June 30, 1970, salary and wage survey.

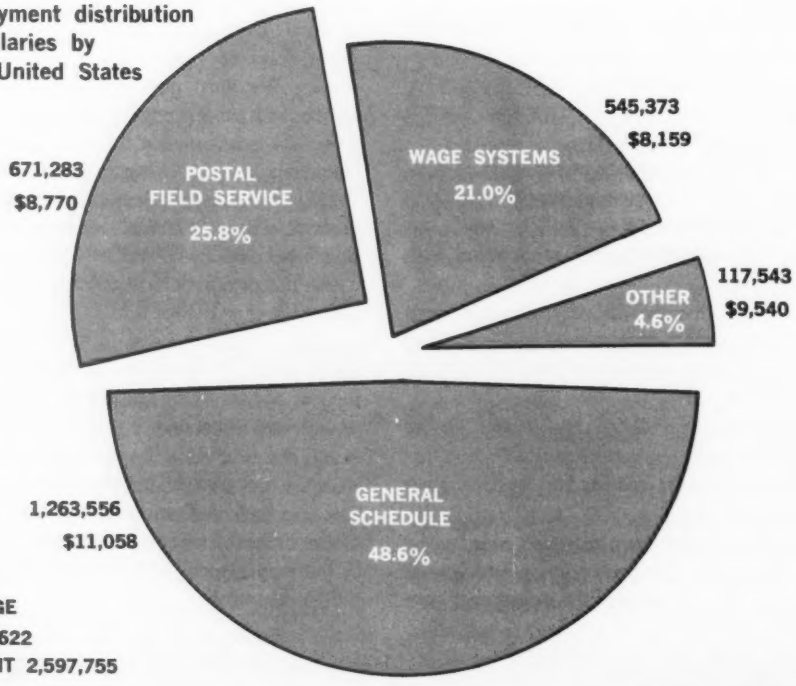
DISTRIBUTION BY PAY CATEGORY

Although about 50 different pay plans are currently in use in the Federal Government, the great majority of employees come under the three main pay categories of General Schedule, Postal Field Service, and Wage Systems. (Since this survey was made, the pay schedules of postal employees have been restructured as a result of the reorganization of the Post Office Department.) The pie chart shows the division of the U.S. work force into these categories.

General Schedule employment in the U.S., which constitutes about half of the U.S. total, showed a drop of some 10,000 employees since the June 30, 1969, survey. The decrease was concentrated primarily in the lower grades and thereby contributed to an increase in the average grade level from 7.7 to 7.9. The Washington, D.C., metropolitan area, where GS employment is 74 percent of the total, experienced a decline of 2,000 GS employees and an average grade increase from 8.8 to 8.9. Average GS salary in the U.S. ($11,058) jumped up about 18 percent, primarily as a result of the two statutory adjustments in General Schedule rates since the date of the previous year's survey. The distribution of salaries paid to GS employees in the U.S. is shown in the graph.

Wage Systems employment in the U.S. showed a sharp drop of 47,000 or some 8 percent of the previous year's total. Cutbacks in Wage Systems employment were even more striking in foreign countries where the 1970 total was 24,000 lower than the previous year, almost an 18 percent decline. Average Wage Systems pay in the U.S. ($8,159) was up 10 percent from last year. Among the blue-collar workers in foreign countries, most of whom are

Full-time employment distribution and average salaries by pay category—United States



OVERALL AVERAGE
U.S. SALARY $9,622
U.S. EMPLOYMENT 2,597,755

foreign nationals paid local prevailing wage rates, the average salary was $1,440, an increase of about 13 percent.

The category marked "Other" in the pie chart includes people from the lowest to the highest ranges of the salary spectrum—from the 38,000 summer aides hired under the President's Youth Opportunity Program, to the 440 Executive Pay Act employees whose average salary is in excess of $38,000. Some of the pay systems between these extremes are the Veterans Administration's Physician and Nurse Schedule, Foreign Service, TVA, Selective Service System, and others whose pay is based on administrative determination. The average salary of the "Other" category in the Washington, D.C., metropolitan area was $12,778.

Postal Field Service employment was up by almost 17,000 while the average salary for this group increased by some 19 percent to $8,770. This figure includes the 8 percent pay increase retroactive to April 1970 which was part of the August 1970 Postal Reorganization Act.

DISTRIBUTION BY GEOGRAPHIC AREA

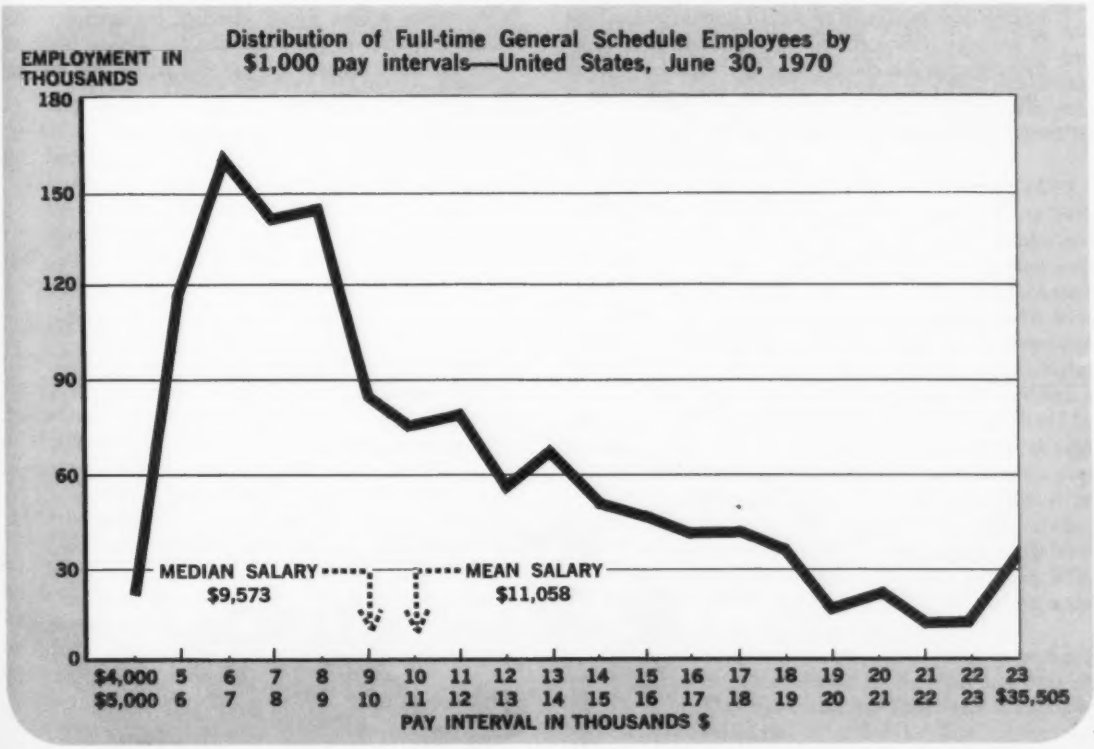
Of the full-time employment total of 2,806,000, the Washington, D.C., metropolitan area accounted for 305,000 or roughly 11 percent. The level of full-time employment in Washington, D.C., remained essentially constant since the previous year's survey. The rest of the U.S. had an employment total of 2,293,000, which represented a decrease of 41,000 from a year ago. Foreign country employment of 174,000 was 6 percent of the total and included 142,000 noncitizens. A steep decline of 30,000 (21,000 noncitizens) occurred in foreign countries since 1969. Employees in U.S. territories amounted to some 35,000 (slightly more than 1 percent of the total), a decrease of 1,000 from a year ago.

Average salary was highest in the Washington, D.C., metropolitan area ($11,945) and lowest in foreign countries ($3,859). Salaries in the U.S. excluding Washington, D.C., averaged $9,313, while in the territories the figure was $7,133.

DISTRIBUTION BY AGENCY

Of the 104 Federal departments and agencies reporting in the salary and wage survey, the 12 executive departments accounted for 2,462,000 employees or almost 88 percent of the total. The Department of Defense with 1,210,000 is the largest single employer. It experienced a decline of 113,000 employees over the past year causing total full-time Federal civilian employment to decrease for the first time since the June 30, 1964, survey.

—Alan Unger


Distribution of Full-time General Schedule Employees by $1,000 pay intervals—United States, June 30, 1970
EMPLOYMENT IN THOUSANDS
180
150
120
90
60
30
0
MEDIAN SALARY $9,573
MEAN SALARY $11,058
$4,000 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23
$5,000 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 $35,505
PAY INTERVAL IN THOUSANDS $

JOB EVALUATION AND PAY... *A Look Ahead*

by Philip M. Oliver, *Director*
Job Evaluation and
Pay Review Task Force

SOME FOUR YEARS AGO, in April 1967, the House Post Office and Civil Service Committee created a Subcommittee on Position Classification, under the chairmanship of Representative James M. Hanley, for the purpose of hearing proposals for the reclassification of certain positions in the Postal Service. The Subcommittee's hearings and investigations soon led to a review of the entire area of Federal job evaluation. This broad study revealed two significant facts about job evaluation throughout the executive branch of the Federal Government:

- a sound system for job evaluation is essential to the maintenance of a good personnel system, particularly in an organization the size of the Federal Government. Proper job classification is essential to the recruitment of qualified employees, the establishment of meaningful training courses, the selection of employees for promotion, and the payment of fair and equitable salaries for work performed;
- the classification systems of the Federal Government are out of date and are not keeping pace with the changing needs of society and the changing structure of the Federal service.

MANDATE

Out of that study emerged Public Law 91–216 of March 17, 1970—the Job Evaluation Policy Act of 1970—under whose broad mandate to develop a coordinated system for job evaluation for civilian positions in the executive branch, the Job Evaluation and Pay Review Task Force operates.

The Task Force has now completed a year's work. This article outlines the Task Force's activities, and indicates the work ahead in the second year.

A good deal of background research has gone into the development of the tentative thinking of the Task Force. The Task Force has reviewed all the job evaluation techniques currently used in the Federal Government and has made studies of the job evaluation and compensation practices in private industry, State governments, and a few foreign countries. Several special topics—e.g., professionalism in the Federal service—have also been studied. Periodic discussions have been held with four Advisory Committees representing, respectively, private industry, Federal personnel directors, AFL–CIO unions, and independent unions and associations. These meetings will continue as the Task Force proposals assume their final form.

BASIC PRECEPTS

This research has led the Task Force to establish several basic precepts.

- The evaluation systems must be simple enough for managers and employees at all levels to understand.
- The evaluation systems must be flexible enough to accommodate occupational changes which result from technological developments and ever-changing social values.
- In order for job evaluation to improve the overall efficiency of Federal programs, evaluation systems should be designed to serve a wide variety of management processes, not merely the assignment of a pay grade to a job.
- Competitive pay systems must be linked to the evaluation systems so that any distortion of the evaluation of a job to solve a pay problem will no longer be necessary.
- Finally, in accordance with the policy statement of the Congress in Public Law 91–216, the executive branch ought to operate under a *coordinated* job evaluation and ranking system in the interests of equitable and efficient administration.

CATEGORIES FOR EVALUATION

In keeping with these precepts, the Task Force has tentatively grouped Federal civilian positions, for job evaluation purposes, into five broad categories. An evaluation system has been, or is being, developed for each category.

(1) *Executive Evaluation System* (*EES*). This system would be used to evaluate positions whose incumbents have basic responsibility for planning, developing, and directing major programs, or managing large organizational entities. This is an evaluation system designed to complement the recently submitted Federal Executive Service proposal and would be used by agencies for position management purposes.

(2) *Administrative, Professional, and Technological Evaluation System* (*APTES*). This category would include administrative support and managerial positions, professional positions in the social and physical sciences, and paraprofessional and technological positions. For the most part, these positions are now classified in grades GS–7 through GS–15 (or the equivalent in other pay systems), with some specialist positions at supergrade levels. About 800,000 positions will fall into this APTES category. There is provision for the dual career ladder approach whereby the specialist has the possibility to rise about as high within his field of work as his counterpart in the managerial career ladder.

(3) *Clerical, Office Machine Operation, and Technician Evaluation System* (*COMOT*). The occupations in this category are those which in private industry normally are in the nonexempt, white-collar group under the provisions of the Fair Labor Standards Act. This category represents a variety of nonprofessional jobs, all having similar career patterns and generally treated alike in private industry for pay and career management purposes. Over 500,000 nonsupervisory positions are now in this category in grades GS–1 through GS–7 or GS–9. There would be an overlap of skill levels between jobs at the upper end of this COMOT category and those at the lower end of the APTES category. First level supervisory positions would also be covered by this system.

(4) *Coordinated Federal Wage System* (*CFWS*). This system for the evaluation and compensation of trade, craft, and labor positions is now in operation under the coordination of the Civil Service Commission. Some 560,000 employees are already under the system, and procedures for bringing in other prevailing rate employees are being developed. The Task Force thinks only minimal change in this system is needed. Specifically, general foremen and superintendents could be covered by the APTES system.

(5) *Special Occupations Evaluation System* (*SOES*). During the course of its background research, the Task Force came to the conclusion that for certain occupations the concept of rank-in-man should be given further serious consideration. Among the occupations for which such an approach is being studied are those in the health services (e.g., physicians and nurses), teachers, attorneys, and the protective services (e.g., police, guards, and firefighters). Foreign Service personnel are already under such a system. Under this proposed system, individuals would be ranked on the basis of their occupational credentials and capabilities for job performance, by some form of a peer or superior evaluation panel. Job evaluation would be needed to maintain some degree of correlation between an individual's personal rank and the rank or skill level to which he would be assigned. For this purpose, EES, APTES, or COMOT would be utilized, depending upon skill level.

It is hoped that the concepts and approaches outlined will give rise to public debate on the pros and cons of these systems. This will enable the Task Force to continue its developmental work.

JOB FACTORS

The evaluation systems for each of the above-described categories of Federal employees are built around a basic set of job factors and benchmark guides. The job factors used are those by which most jobs can be measured—knowledges and skills required to perform a given job. Within each particular system, however, the factors are defined in terms of elements appropriate to the types of jobs being evaluated. Some of the systems employ ratings for the factors, some do not. The Task Force is still in the process of refining the factor definitions and developing benchmarks.

How effectively will these evaluation systems implement the basic precepts mentioned previously? In the first place, it is normally easier to examine a job in terms of its component parts than as a total entity; certainly, job comparisons are more understandable on this basis. Furthermore, the use of a combination of factors and benchmarks should facilitate the absorption of new occupations into, and general maintenance of, the evalution systems. Many personnel management functions and needs can readily be served under a job factor system—e.g., job engineering. A member of the Task Force, Harold Suskin, has written an article, "Job Evaluation—It's more than a tool for setting pay" (*Public Personnel Journal,* October 1970), in which many of these uses for job evaluation are discussed.

Finally, the factor ranking approach will permit linkages among the several systems. High-ranking jobs under COMOT, for example, could be evaluated as well under APTES to insure proper alignment of jobs where these two systems overlap.

Of no small importance is the relationship of pay policy and pay administration to the job evaluation system. The Congress noted that "the large number and variety of job evaluation and ranking systems in the executive branch have resulted in significant inequities in selection, promotion, and pay of employees in comparable positions among these systems . . ." (Public Law 91–216, sec. 101(2)).

BASIC PRINCIPLES

The Task Force has addressed itself to this problem and has thus far evolved the following basic principles:

- Common criteria should undergird pay policy Government-wide, but because of the diversity of the Federal work force no single pay plan can truly meet the needs of all agencies and all employees.
- Pay rates should be based on such factors as recruitment sources, employee mobility, and industry practices. Thus, local prevailing rates should continue to be used for nonsupervisory trade, craft, and labor positions (as in the CFWS), and should be considered for extension to nonsupervisory COMOT employees. Most other categories of employees should be compensated on a national-rate basis.
- Job evaluation and pay systems should provide realistic opportunities for career progression and salary advancement for employees.
- Pay scales for each of the proposed systems should overlap the scales for adjacent systems—to recognize overlapping skill levels and to facilitate career progression. For example, a top-rated professional employee under APTES may warrant a salary equal to or above that for an administrator at the bottom of EES.
- Equity for both agencies and employees demands interagency coordination in the administration of both job evaluation and pay systems.

SECOND YEAR

The interim nature of the findings presented here deserves emphasis. They describe, in accordance with the requirements of Public Law 91–216, "the current status and results of [the Task Force's] activities under this Act, together with its current findings" (sec. 304(a)). A substantial amount of work remains to be done in the second year of the Task Force's work:

- An evaluation model for each of the five categories of employees to be covered under the coordinated evaluation plan will be completed. Field tests will be conducted to determine the validity of the proposed systems, to note any weaknesses, and to make appropriate revisions.
- As the evaluation systems are field tested, they will be submitted to the Interagency Advisory Group and to interested employee unions and associations for review and comment. Every effort will be made to secure as much acceptance of and concurrence in these evaluation techniques as possible.
- A careful review of the current exceptions from the General Schedule has already been made during the first year. As the Task Force proposals assume final form, an assessment will be made as to whether or not to continue these exceptions under the coordinated evaluation plan.
- The Task Force's final report will be prepared. This will be a comprehensive statement of its activities during the two years of existence, recommendations, proposed legislation to carry out these recommendations, and a transition plan for the conversion of the existing job evaluation and ranking systems into the coordinated system.

A great deal of interest in the work of the Task Force has been generated all over the country, to judge by the notes, memoranda, suggestions, and work papers we have received during the past year from various groups, associations, and unions of Federal employees. We think we have profited from this advice and hope it will continue to be offered. #

RECRUITERS ROUNDUP

YOUTH IN GOVERNMENT

In a report to the President, CSC Chairman Robert E. Hampton highlighted the progress Federal agencies have made in enlarging the participation of young people in the processes of Government. He reported that significant changes have been made in management practices relating to younger employees and that increased effort is underway to establish closer contacts with students and the academic community. The following areas of agency action are singled out in the report:

- Manpower planning programs are being revised to insure better forecasting of manpower demand and to maintain adequate and continuing intake of talented youth.
- Entry-level jobs are being restructured to give young employees challenging assignments, career development, and the opportunity to contribute meaningfully to the work of their organization.
- Career trainees are being given increased exposure to their agencies' missions and decisionmaking processes.
- Lines of communication are being expanded to inform young careerists of agency activities and management actions, and to provide for action on their ideas and contributions.
- Training courses for managers and supervisors are being updated to develop their understanding of youth and awareness of young employees' interests and problems.
- Relationships between the Federal sector and the academic community are being improved through expanded student employment programs, temporary employment of faculty members, on-campus teaching and speaking by Federal employees, and informal meetings of agency officials and students.

The full text of Chairman Hampton's report and a more detailed summary of representative efforts by Federal agencies have been issued as attachments to CSC Bulletin 330–17, dated January 20, 1971. The Bulletin calls for action on a continuing basis to fully relate management practices to the role of young people in Government operations. Agencies were also asked for full reports of their activities and accomplishments in this area.

COMPETITION KEEN FOR FEDERAL JOBS

Although Federal hiring activity at the college entry levels in the first 9 months of F.Y. 1971 rose slightly over the same period the year before, competition for Government jobs was up by a greater percentage. The increase of applicants was 50 percent or more in many civil service examinations. Reflecting tight job market conditions, this was true for positions at the college graduate entry levels as well as for jobs requiring specialized experience.

The number of persons competing for jobs filled through the Federal Service Entrance Examination rose dramatically during the first three quarters of F.Y. 1971, producing a large number of quality applicants. Of the college seniors on this year's eligible list, 54 percent rank in the top third of their class. Outstanding scholar selections more than doubled compared to the same period last year. Overall selections from the FSEE have increased, but at a lower rate than competition. The prospects for employment continue to be best for graduates in economics and business administration.

Demand for college graduates in engineering, scientific, and other technical disciplines has further declined from the previous year. Hiring reductions are particularly severe for graduating engineers.

The number of eligibles available for employment will further increase before the most active hiring period for college graduates is reached in early summer. With the number of quality eligibles likewise increasing, the competition for Federal jobs will become more and more keen.

CAREER FIELDS OF NEGRO GRADUATES

A recent survey by College Placement Services, Inc., shows the proportion of graduates from 53 traditionally black colleges entering certain career fields in 1969 as compared with 1968. The colleges surveyed reported that:

- 882 of their 1969 graduates accepted government jobs—mostly Federal—as compared to 486 in 1968. This is an increase of 81.5 percent.
- 473, or more than half of those entering government service, were women.
- Nine percent of the 1969 graduates entered government service. This is compared to 7.8 percent of 1968 graduates who accepted employment with the government. Federal civilian employment represents less than 3 percent of total nationwide employment.
- The percentages of 1969 graduates entering other employment were: 18.9 in business, 47.3 in education, 5.3 in professions, and 4.4 in military. 15.2 entered graduate school.
- In addition to government, fields which gained in the relative proportion of graduates entering were business, professions, and graduate schools.
- The proportion of graduates entering educational careers decreased substantially. While 40.2 percent of the men and 67.3 percent of the women entered education careers in 1968, only 27.6 percent of the men and 62.8 percent of the women did so in 1969.

These statistics were taken from the College Placement Services, Inc., monograph, *Manpower Resources of the Traditionally Black Colleges.*

—Anne Tyndall

COOPERATIVE EDUCATION—

new goals & successes

by
Barbara E. Phinney

FACULTY MEMBERS and college administrators everywhere are looking for new curriculum profiles to meet the pressures of emerging cultural patterns and changing environment. They struggle, too, to replace obsolescent teaching methods with equipment and approaches that will reach students. Students are insisting that the education they receive be more relevant to the real world. Almost every campus is experimenting with new curriculum areas and new ways to capture interest and induce learning.

One curriculum design that is winning new support, not only from faculty members but from employers and students as well, is the pattern of work-study known as cooperative education. The cooperative program is not an answer for all persons or places. Neither is it a new idea. But among faculty, employers, and students alike the feeling continues to grow that it is a program that can meet many of the educational and manpower demands of the 70's. The Federal Government shares this conviction.

BLEND OF THEORY AND PRACTICALITY

Cooperative education involves the student in alternating periods of study and study-related employment in business, industry, government, or non-profit organizations. The result is a blend of classroom theory and real-world practicality. This blend, says George Probst, Executive Director of the National Commission for Cooperative Education, "provides the lap-weld transition into the career situation instead of the butt-weld that confronts the non-coop student." It meets the requirement set forth in President Nixon's 1970 memorandum on youth, which calls for student employment programs "designed to provide a practical exposure to government operations."

This blend of study and study-related employment helps the new graduate adjust to changes from campus life which, if too abrupt, can lead to disillusionment and insecurity. One is the change from a college schedule that has some flexibility to a relatively unbroken 7 or 8 hours a day. Probably more important is the quick shift from senior to junior status and from wholly conceptual work to some of the concrete demands of a job.

To the employer, cooperative education offers a chance to capture the interest of students before their career directions are firmly set. It also provides a test of ability and a clue to potential of the student before he is employed in a career position. Recently the Civil Service Commission recognized this by substituting satisfactory performance in a cooperative work-study assignment for the previously required written test that was an eligibility requirement for entry-level jobs in many career occupations.

MISS PHINNEY is a member of the staff concerned with Youth Employment Programs in the Manpower Sources Division, Bureau of Recruiting and Examining, U.S. Civil Service Commission.

A high percentage of students stay with their co-op employers after graduation. In three of the largest Federal agencies, over 67 percent of the graduating co-op students serving in shortage-category positions in 1969 became career employees in the same agencies. Some students, of course, drop out of the program. However, the dollar loss for such drop-outs is much lower than it would be if they were among the large numbers who drop out in their first 3 years of career employment.

Cooperative education had its beginnings at the University of Cincinnati in 1906. In its early years it attracted primarily the employers who were trying to meet increasing needs for hard-to-find engineers and scientists. In the Federal Government almost all cooperative work-study arrangements formerly were geared to shortage-category occupations. Today, however, Government leaders, like those in business or industry, are seeing other personnel and management problems that can be met by cooperative education.

One of these problems is the lack of equal opportunity for Negroes, Mexican Americans, Puerto Ricans, Indians, and other minority group members. Many minority graduates have been limited in their occupational choices by the curriculum of their schools. The Civil Service Commission has recently spearheaded a special effort to open the doors of previously "closed" occupations. We are selling more schools with large minority enrollments on cooperative education, offering curriculum support where it is wanted, and supporting Federal agency efforts to open up more co-op jobs.

OPPORTUNITIES INCREASE

In a letter last June on cooperative education, CSC Chairman Robert E. Hampton urged each agency head to encourage staff "to appreciate its full potential value for your agency." Almost all large Federal Government agencies, despite some recent reductions in personnel ceilings and budget, are responding by finding more placement opportunities, especially in career fields where relatively few cooperative education students have been assigned in the past.

One obstacle to the expansion of cooperative education is the cost to the college of planning and implementing the program. The program *must* have firm direction and coordination. If it involves many students, the task is too big to be added to the responsibilities of already busy faculty members. The director (or coordinator) must be carefully selected. Directing cooperative education today is a professional job, requiring knowledge of school administration and curriculum, as well as the ability to assess employment possibilities and talk the language of employers. A knowledge of legislation and sources of funds is of growing importance. Along with this, the co-op director must have skills in communication and personal relations and, if the job market continues to tighten, he will need to put in long hours and know how to make them count.

Recent legislation is offering some help to colleges in meeting at least the initial expenses of getting a cooperative program underway. In fiscal 1970 the U.S. Office of Education, under authority of the Labor-HEW Appropriation Act of 1970 (P.L. 91–204), provided $1,540,000 to 74 grantees which, directly or indirectly, benefited 142 institutions of higher learning. Some were planning grants, others for initiation or expansion. Over 130 applications could not be met. Since considerably fewer than 200 colleges had cooperative education programs last year, the applications suggest the amount of new interest in the program on the part of colleges.

Interest in cooperative education as a curriculum design is reinforced by the relatively sudden need of many colleges to find new sources for financial aid for students. With contributions at a new low, the private college faces a real struggle of a kind that can be eased by cooperative education.

Cooperative education, however, is not built around the paycheck, but around what it has to offer as a manpower source and educational approach. Nonetheless, for the student the paycheck counts. In fact, the earnings frequently outstrip scholarship provisions and cover all or most of the costs of attending college.

Donald S. of the University of Florida provides a good example. Donald spent 4 months in 1969 at Cape Kennedy as an employee of the National Aeronautics and Space Administration. There he helped with facility utilization surveys. His gross earnings (which would be higher today) totaled $1,930. Besides gaining experience in independent living and getting an inside look at the first moon landing, Donald netted $750 for college expenses. Students who live on campus or at home during their work periods can net much more.

There are other evidences of the growth of the co-op concept. Training centers for cooperative education directors are developing in some parts of the country. Employers are realizing that, like the colleges, they need a staff member who can give all or a good part of his time to cooperative education. A directory has been published by the Cooperative Education Association that gives extensive information on participating colleges.

Meanwhile, the National Commission for Cooperative Education pushes for more grant monies for institutions, and Northeastern University, which is almost 100 percent co-op, has published a manual for college coordinators. At the university level, top-quality publications, like those of Pratt Institute, Wilberforce, and the University of South Alabama, are replacing mimeographed informational sheets on cooperative education. The annual conference sponsored jointly by the Cooperative Education Association and the American Society for Engineering Education has an agenda that looks toward new horizons.

Cooperative education has possibilities that are relatively unexplored. It is a program that aids the financially disadvantaged, but its academic values to the advantaged student have not received the attention they deserve from many top-level colleges. It is a program that can be stretched many ways to meet the manpower needs of employers.

Even with the ease on manpower shortages, cooperative education will help solve continuing problems such as the need to provide new career opportunities for members of minority groups. It is an ideal way for employers to build bridges of understanding with the academic community and, at the same time, to gain talented college graduates who have experience in their career choices.

These are the factors that justify a new look at cooperative education as it readies itself for new horizons. #

LEGAL DECISIONS LEGAL DECISIONS

LOYALTY OATHS

Lisker v. *Kelley,* District Court, Pennsylvania, August 17, 1970.

This is a "man bites dog" story; a Federal three-judge district court holds that a statute prescribing a "loyalty oath" to be filed by candidates for public office is constitutional. The oath, in pertinent part, reads "And I further swear (or affirm) that I am not a subversive person as defined in the 'Pennsylvania Loyalty Act,' Act of December 22, 1951 (Pamphlet Laws 1726)." "Subversive person" is defined, in pertinent part, as a person who knowingly aids in the commission of an act intended to overthrow the government by force or violence or who with the specific intent to further the unlawful aims thereof is knowingly a member of a subversive organization. The latter is also defined in the statute.

All the old familiar names, many of them reported in this department, are in the court's opinion, *Elfbrandt* v. *Russell; Keyishian* v. *Board of Education; Whitehill* v. *Elkins,* etc. The court distinguishes each from this case and concludes that the "act is reasonably clear and concise and no one of average intelligence could mistake its meaning, nor be chilled by the prospect of a perjury indictment because he might inadvertently swear falsely." Petition for a writ of certiorari was filed with the Supreme Court in December 1970.

REMOVAL—REFUSAL TO ANSWER QUESTIONS

Uniformed Sanitation Association v. *Commissioner of Sanitation,* Court of Appeals 2d Circuit, April 3, 1970.

This is an old friend of ours. When last we met the case had just been decided by the Supreme Court (*Journal,* Vol. 9, No. 1). The significance of the case at that time lay in the fact that in its opinion the Supreme Court laid to rest the fears that two decisions in the previous term of court (*Garrity* v. *New Jersey,* and *Spevack* v. *Klein*) had reversed prior rulings that refusal to answer an employer's questions as to matters relating to an employee's official duties is good cause for removal.

In *Uniformed Sanitation Association* v. *Commissioner of Sanitation,* the court said specifically that an employee's refusal "to answer questions specifically, directly, and narrowly relating to the performance of his official duties, without being required to waive his immunity with respect to the use of his answers or the facts thereof in a criminal prosecution of himself," would be cause for his removal.

In this decision we meet the case on its way to the Supreme Court again (petition for certiorari was filed in July 1970). After the previous decision the Commissioner put the employees back to work again and this time when the questions were asked the employees were told that the answers or any information or evidence gained by reason of the answers could not be used against them in a criminal proceeding. They again refused to answer and were discharged again.

The district court held for the Association on the ground that there had to be a statutory basis (and there was none) for the pledge of immunity from criminal prosecution. This ruling, if allowed to stand, could have had quite an impact on Federal personnel law because none of the personnel statutes that relate to Federal employees has such an immunity clause. The Court of Appeals, however, reversed on the ground that there was no need for a statute since the Fifth Amendment was an adequate basis for the pledge of immunity.

REMOVAL—SUITABILITY

Frank v. *Hampton,* District Court, Illinois, October 27, 1970; *Dorais* v. *Snell,* District Court, California, November 25, 1970; *Williams* v. *United States,* Court of Claims, December 11, 1970.

These cases illustrate the rough time that the courts have been giving to the suitability standard that proscribes "criminal, infamous, dishonest, immoral, or notoriously disgraceful conduct." The first two cases involved removals for homosexuality. At first the approach of the courts to homosexual cases was that the "badge of infamy" that attached to these cases required the Commission to spell out very clearly exactly what an individual had done that was alleged to be "immoral conduct (homosexuality)." *Scott* v. *Macy.* Later the courts began to reverse where the file did not show a connection between the homosexual conduct and the efficiency of the service. *Norton* v. *Macy* (*Journal,* Vol. 10, No. 2).

In the *Frank* and *Dorais* cases, noted above, the court followed *Norton* and found for the plaintiffs. The *Norton* rule has also been applied in a case involving heterosexual activity without benefit of clergy (*Mindel* v. *Civil Service Commission, Journal,* Vol. 11, No. 2).

The other case mentioned above, *Williams* v. *United States,* was decided in the Government's favor on the ground that false statements made by the petitioner in an affidavit that was relied on by the agency in reinstating him were good cause for his removal. The false statements were about a heterosexual relationship with a woman he married after his wife divorced him for adultery. This quotation from the opinion of Judge Nichols, concurring in the result, is significant because I think it reflects current thinking in this area. It should be noted that Judge Nichols said specifically that nothing he said is intended to apply to any case except the one before the court.

"I do not think that a man's discreet extramarital relations with a consenting adult female are anywhere now regarded as so infamous that they would reflect crippling discredit on an agency of Government which knowingly employed him, or her either * * *. [P]laintiff might properly refuse to answer questions about such relations. The charges recite that questions were on 'matters of official interest' and if they were not properly so, no authority is referred to which shows why Mr. Williams had to answer them."

One of the other charges in the *Williams* case was that he had failed to pay his personal debts. The court found it unnecessary to consider the charge but both the opinion of the court and that of the concurring judge refers to it in terms that make one wonder a bit. The court's opinion says: "However, we will say in passing that all government employees should pay their just debts when due to the best of their ability so as not to give their employers a bad reputation. *McGuire* v. *United States,* 145 Ct. Cl. 17 (1959). On the other hand, the government should not be a collection agency for the creditors of their employees."

And Judge Nichols—"I would have some comment about the Government's constituting itself an ancillary collection agency for private debts owed by its employees, except that I do not wish to enact in dictum the role of sermonizer to the executive branch."

—John J. McCarthy

by J. Douglas Hoff, *Director*, International Visitor Office, U.S. Civil Service Commission

CSC CHECKS ITS EXPORTS

THE U.S. CIVIL SERVICE COMMISSION has been exporting personnel know-how since the early 1950's when the International Visitor Program was put on a formal basis under my direction. Since then thousands of foreign officials from a hundred different nations have come to share our wealth of knowledge and experience in public personnel administration.

The visitors come singly and in large groups. Some stay for a day, others for a year. Their business? To learn how public personnel administration is handled in our type of representative government and to put into practice, wherever appropriate in their own lands, aspects of the American system they study and observe. The Civil Service Commission offers them an opportunity to study the Federal system here and to gain theoretical and practical training in public personnel administration.

Directing the International Visitor Program is a totally fascinating, challenging, and satisfying job. Rewards have come mostly from the thank you and firm handshake of the foreign trainees themselves. But I am rewarded occasionally with a bit more—as in 1969 when a special citation dubbed me "the Civil Service Commission's Ambassador to the World."

With these credentials I started on a 2-month world tour in April of last year which took me to Germany, Switzerland, the UAR, Lebanon, Iran, India, Thailand, the Philippines, Taiwan, and Japan. The trip was funded partly by the Ford Foundation and the host countries; no costs were paid by the U.S. Government.

The official part of my world tour began in Cairo where His Excellency Helmy Mohamad El Saeed, then Head of the Central Agency for Organization and Administration, the equivalent of the U.S. Civil Service Commission and the Office of Management and Budget, welcomed my courtesy call and arranged for me to confer with his staff.

Since 1950, approximately 75 Egyptian officials have visited the Commission for a period of study, observation, and training, and in meetings with some of them I learned of a number of new programs and changes emanating from their State-side training. These former trainees returned with a wealth of written information about personnel administration, much of which has been translated into Arabic.

This exposure to the American way of managing people has activated considerable research in personnel work, as well as playing a part in the establishment of the Egyptian Institute of Public Administration. The Egyptian position classification law of 1964, which shifted the emphasis on the man to emphasis on the job, resulted from many years of study, research, and hard work on the part of Egyptian officials trained in the U.S. Civil Service Commission.

Travel agents label Lebanon the Switzerland of the Middle East and Beirut as its Paris. Beirut is nestled along the blue Mediterranean Sea and you can sun yourself on its beaches while looking at snow-covered mountains only a few miles away. I had been invited by the Lebanese Civil Service Board to attend the International Roundtable on Administrative Reform and Development organized by the National Institute for Administration and Development, one of the Board's activities.

The Roundtable brought together 60 delegates from Arab and non-Arab States. From the outset, I was tremendously impressed with the frankness of the delegates, many of whom had visited my office in Washington. They spoke openly and without hesitation about problems of the past and present and what they believed to be the problems of the future, but it was obvious that

the strategy of administrative reform (improving the existing system) differed from country to country because of the differences in their history and governmental structures.

Great emphasis was placed by conference delegates on the training and development of public servants. It was a source of great satisfaction to know of the important place training occupies in developing countries. These countries want to be able to provide pre- and post-entry training at various staffing levels. Also stressed was training for existing staff at later stages of their careers to bring them up-to-date on new techniques and to prepare them for posts of higher responsibility.

A keen interest was also shown by delegates in the topic of public participation in government affairs, an area which many of their citizens have avoided—leaving government to the governors.

The delegates indicated that a social consciousness is developing in many countries, and this new awareness is found among public servants in particular. They have organized professional societies and have joined labor unions or citizen organizations that work toward better government as well as protect their vested interest.

Next stop was Teheran to confer with the Vice Governor of the Central Bank of Iran and his Director of Personnel, a former participant in our visitor program, as two staff members of the bank were due in Washington upon my return for a 5-month study, training, and observation program.

While in Teheran I visited SOAE, the Iranian CSC. Meetings were held not only with its officials, but also with two CSC colleagues from the United States who were on UN assignments to SOAE. The Iranian Government is in the throes of administrative reform, with emphasis on position classification, recruitment, and test development. It was in these areas that my colleagues were advising the Iranian Government and in which the two bank employees would concentrate during their training in Washington.

An appointment to the Ford Foundation's office for Asia and the Pacific as a consultant on training in New Delhi gave me an opportunity to become more familiar with the present state of management consciousness there and the ongoing efforts for improvement. Administrative reform in India is quite a recent development and faces many of the same problems as those faced by other nations attempting reform, plus a few more—for example, 14 recognized languages.

I met with the faculty of the Indian Institute of Public Administration in New Delhi and was pleased to find in its library written information supplied by our Commission over the years, the case in many of the countries visited. We maintain a mailing list of over 300 former trainees interested in receiving new and revised Commission publications—our way of keeping them informed of developments in the U.S. civil service system.

Traveling into the foothills of the Himalayas, I met with the faculty of the National Academy of Administration and found them keenly interested in U.S. training and development programs. I also had the pleasure of addressing the Academy's student body on the topic of the Federal civil service in the United States and the challenge of answering their questions.

I lunched one day with a former participant in the visitor program who had recently received his doctorate and had spent many hours of research and study in our Washington headquarters. In his thesis he made a comparative analysis of the Indian and United States systems

of public personnel administration in the context of the two different political and constitutional frameworks.

He told me that while the Civil Service Commission has become the central personnel agency of our Government, having responsibilities in almost all personnel management matters, the Union Public Service Commission in India is still predominantly a recruiting agency having little to do with other personnel management functions. Things are changing, however, and in recent years attention has centered on the employee as a person, not just as a worker. Employee morale and welfare, employee development, employee participation in decision-making, and employee fringe benefits and incentive systems are manifestations of the changes taking place.

In Bangkok I was the guest of Colonel Chinda na Songkhla, Secretary-General of the Royal Thai Civil Service Commission. Hundreds of Thai officials have been trained in our Commission, and I had the pleasure of meeting with some of these former trainees, most now in higher positions.

Many of the Thai officials who come to the United States for study, observation, and training specialize in the field of position classification. Although they come to our Washington headquarters to learn about the Federal systems of white- and blue-collar job evaluation, most of their studies center on the State of California Personnel Board, which has a contract with the Royal Thai Government to assist in the development of a position classification system. I had the pleasure of meeting with the two Sacramento Board advisors who were enjoying their assignment in Bangkok.

My host made certain that my visit to Bangkok, though brief, would be memorable. And so it was! After touring the floating markets on the Klongs, numerous Buddhist temples, museums, the Grand Palace to view the famous Emerald Buddha, and the old capital of Ayudhaya, and after seeing Thai boxing and participating in a Buddhist wedding, I was ready to move on to Manila.

Upon my arrival in Manila, I was surprised by nearly 40 former trainees who had given up their Saturday night to honor me with their presence at a dinner. One of the first to greet me was an older gentleman who said, as he shook my hand, "Mr. Hoff, you wouldn't remember me, but . . . ." I interrupted to say, "Mr. Buenaventura, you were the first official from the Philippine CSC to visit our Commission back in 1952."

On Monday there was a session with ranking officials, all of whom had trained in Washington, for a briefing on operations and problems of the Philippine civil service.

For many years the Philippine civil service was handicapped in its task of effecting sound and consistent appointments because of the lack of qualification standards. Qualification standards are now well established and documented in the form of a qualification standards manual. It was modeled after our manual, which was studied in detail by a trainee, now Chief of the Qualification Standards Division. When she handed me her masterpiece to review, it was with great pride indeed.

When my Philippine CSC friends took me to the airport to catch a flight to Taipei, there were mementos, handshakes, and the airport VIP room with my name on the door as special occupant for the day. As I boarded the plane that day I had to keep reminding myself of my true identity. It's hard not to feel like a king when you've been treated like a king for a month and a half.

My first impression of Taiwan from the air was of an evergreen land of wooded mountains and lush fields of rice, sugar cane, and pineapple. Taipei, the capital, founded about 300 years ago, is one of the newer metropolises of the world. You can see old China mixed with the new, and at every turn there are new roads and new buildings with an exciting architectural look.

The Ministry of Personnel, acting as host agency, and my many Chinese friends were determined to make my few days in Taiwan memorable, and so they were. A 3-hour train ride from Taipei to Taichung and another trip by car to the quiet beauty of Sun Moon Lake in central Taiwan gave ample time for my escort (a former trainee) to question me on the status of position classification, which he had studied at length during his training in Washington. Years of study and hard work have gone into the classification system now being installed in the Nationalist Government and modeled very much after the United States system. He was interested to learn of the current study of our classification and pay systems.

Tokyo was the grand finale of my international itinerary. At the invitation of the Director-General of the Japanese National Personnel Authority, I was invited "to visit Tokyo and to exchange with us information and views with regard to a number of problems facing public personnel administrators at present." This exchange of information and opinions on contemporary problems was a continuation and updating of a similar exchange which I had enjoyed with the Director-General when he visited Washington in 1962. Many of his staff have trained in the Commission in Washington since then.

Of the international visitors to our headquarters office a greater number have come from Japan than from any other single country.

Upon arrival in Tokyo I was escorted to the Koji-Machi Kaikan—a special hotel for civil servants run by the Mutual Aid Association of Local Government Employees. The following morning all heads turned and eyes focused on the grand entrance to the dining room of this 200-pound American—the only non-Japanese registered at the hotel. My entry was all the more spectacular since I was dressed in a suit and tie while the Japanese guests were dressed in look-a-like bathrobes, courtesy of the hotel. It was then that I knew why one of those robes was in the center of the bed as I entered my room. My breakfast plate of eggs, bacon, and toast also caused many heads to turn away from their typical Japanese breakfast of rice, miso soup (brewed bean

PICTURED "IN THE ROUND" on p. 25—*left,* Doug Hoff signs the guest book after touring the National Museum in Bangkok with a group of former Thai Civil Service trainees as his guides, and *right,* Mr. Hoff conducts a seminar while visiting the National Personnel Authority in Tokyo, with a former trainee looking on and serving as his interpreter. ON THIS PAGE—shown *above* is Mr. Hoff with other delegates to the International Roundtable on Administrative Reform and Development in Beirut, sponsored by the Lebanese Civil Service Board and *left,* he is briefed by the public relations director for Keelung Harbor during a tour by government boat of one of Taiwan's largest ports.

paste), and dried seaweed. Everyone was most gracious and I soon felt quite at home.

The National Personnel Authority President graciously received my courtesy call, and after I had conferred with several of his staff, honored me with a luncheon at the Lawyers Club. The beautiful centerpiece of flowers uncovered a mutual love of gardening, and before I left Tokyo, President Sato presented me with a copy of his illustrated book about Japanese wildflowers.

I gave a 3-hour lecture on the U.S. civil service system to 80 NPA staff members, followed by a variety of questions centered on promotion systems, treatment of older employees, life insurance, retirement, fringe benefits, territorial cost-of-living allowances, and the basis for setting the number of positions in grades 16, 17, and 18.

Of course, one in my position in life cannot remain forever a part of the international "jet" set, and so I had come to the end of my world tour.

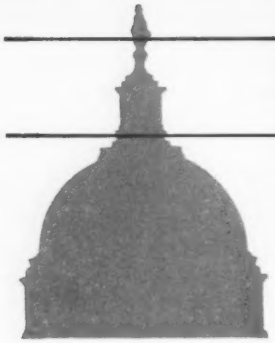
Years ago when I took on direction of the visitor program, I knew it would be some time before tangible benefits of such a program could be realized. But now I have seen evidence of our exports paying off.

American personnel practices have found their way into the civil service reforms going on throughout the world. Many former trainees feel very strongly about the need for reform in their personnel systems. They are fighting centuries-old customs with new ideas which are fostering efficient government.

Our exports have also paid off in terms of good will and a better, more sympathetic understanding of American aims and ideals. When a visitor indicates how impressed he is with the status of the individual in the structure of American society, I feel that the program has accomplished a very significant goal, as much so as when a visitor discusses intelligently the intricacies of position classification or any other part of the personnel system.

As a result of my working tour of the world, it is good to report that CSC's check on its exports shows them to be thriving in the form of a commitment, in all those countries visited, to the principle of good government.

#



a LOOK at LEGISLATION

Personnel legislation enacted by the 91st Congress, second session (see also *Journal,* Vol. 11, No. 1):

ALLOWANCES

Public Law 91–656, approved January 8, 1971, section 6 of the Federal Pay Comparability Act of 1970, amends section 5942 of title 5, United States Code, to provide authority to pay an allowance not to exceed $10 per day to defray the commuting expenses of certain employees of executive agencies assigned to duty at remote work sites. The allowances shall be paid under regulations prescribed by the President establishing the rates at which the allowance will be paid and defining and designating those sites, areas, and groups of positions to which the rates apply. Section 7 amends title 5, United States Code, by adding a new section 5947, to authorize payment of allowances to certain employees of the Corps of Engineers engaged in floating plant operations, in lieu of quarters and subsistence when circumstances prevent the furnishing of quarters or subsistence.

APPROPRIATED FUND RESTRICTIONS

Public Law 91–439, approved October 7, 1970, section 510 of the Public Works for Water, Pollution Control, and Power Development and Atomic Energy Commission Appropriation Act, 1971, bars the use of funds under this or any other act to finance interdepartmental boards, commissions, councils, committees, or similar groups under section 214 of the Independent Offices Appropriation Act, 1946, which do not have prior and specific congressional approval of such method of financial support.

EMPLOYMENT RESTRICTIONS

Public Law 91–361, approved July 31, 1970, title III, section 302, of the Department of Interior and Related Agencies Appropriation Act of 1970, bars the use of funds under this act to pay the salary of any Federal employee who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, and local laws designed to protect persons or property in the community concerned.

Public Law 91–472, approved October 21, 1970, the Departments of State, Justice, and Commerce, the Judiciary and Related Agencies Appropriation Act, 1971 (title VII, section 704, bars the use of funds to pay the salary of any Federal employee who is *finally* convicted, etc.).

Public Law 91–556, approved December 17, 1970, the Independent Offices and Department of Housing and Urban Development Appropriation Act, 1971 (title V, section 511, contains identical provisions to Public Law 91–361, title III, section 302).

ETHICS (NEPOTISM)

Public Law 91–656, approved January 8, 1971, section 8 of the Federal Pay Comparability Act of 1970, amends section 410(b) of the Postal Reorganization Act (Public Law 91–375) to extend the nepotism provisions of section 3110, of title 5, United States Code, to the United States Postal Service.

HEALTH (ALCOHOLISM)

Public Law 91–616, approved December 31, 1970, the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act of 1970, establishes in the National Institute of Mental Health, the National Institute on Alcohol Abuse and Alcoholism. Title II (1) requires the Civil Service Commission to assume responsibility, in cooperation with the Secretary of Health, Education, and Welfare and other Federal agencies, to develop and maintain appropriate policies and services for the prevention and treatment of alcohol abuse and alcoholism among Federal civilian employees, and (2) prohibits the denial or deprivation of Federal employment solely because of prior alcohol abuse or alcoholism, except with regard to employment in the Central Intelligence Agency, the Federal Bureau of Investigation, the National Security Agency, or any other department or agency of the Federal Government designated by the President, for purposes of national security. The Act does not prohibit the dismissal from employment of a Federal employee who cannot properly perform the duties of his position.

HEALTH BENEFITS

Public Law 91–418, approved September 25, 1970, amends title 5, United States Code, to: (1) increase the Government's contribution to the premium cost for health benefits by eliminating the dollar amount and setting the contribution to an amount equal to 40 percent of the average high-option premiums, but not more than 50 percent of the particular enrollment, effective January 1971; (2) permit a survivor annuitant to continue a health benefits enrollment upon the death of an employee who had completed less than 5 years' creditable service; (3) extend health benefits and group life insurance coverage to otherwise eligible noncitizen employees whose permanent duty station is in the Panama Canal Zone; (4) provide that certain retirees will be eligible for a Government contribution toward the premium cost of Part B of Medicare; and (5) provide for waiver of Government contributions erroneously paid in certain cases under the Retired Federal Employees Health Benefits program.

INTERGOVERNMENTAL PERSONNEL

Public Law 91–648, approved January 5, 1971, the Intergovernmental Personnel Act of 1970, includes the following provisions:

Title I provides for the President to appoint an advisory council on intergovernmental personnel policy from Federal and State governments, educational and training institutions, public employee organizations, and the general public to study and make recommendations to the President and Congress on intergovernmental personnel policies and programs.

Title II authorizes the Civil Service Commission to make grants to States, and under certain circumstances directly to local governments, to develop programs to strengthen State and local governments and to furnish personnel administration services to State and local governments; permits the Civil Service Commission to join with State and local governments in cooperative recruiting and examining activities on a shared-cost basis and to coordinate its activities with similar authorized Federal programs. It transfers to the Civil Service Commission all functions, powers, and duties of Federal agencies related to establishment and maintenance of personnel standards on a merit basis as required by existing grant-in-aid programs (except those related to civil defense).

Title III authorizes Federal agencies to provide, on either a nonreimbursable or a reimbursable basis, training for State and local employees by admitting them to training programs for Federal employees, and by providing or conducting training for those engaged in grant-in-aid programs. It authorizes the Civil Service Commission to make grants to State and local governments to carry out training and educational programs, and to support Government Service Fellowships for their employees at educational institutions for periods of full-time graduate study, not exceeding two years.

Title IV authorizes the assignment or detail of employees, with their consent, between the Federal Government and State and local governments for periods up to two years, and provides for extending such assignments for not to exceed two additional years under certain conditions. It provides that Federal employees so assigned would suffer no loss of employee rights or benefits.

Title V provides for the general administration of the Act by the Civil Service Commission. An authorization is provided for appropriations without fiscal year limitation, and a grant distribution formula is prescribed.

LEAVE

Public Law 91–563, approved December 19, 1970, amends title 5, United States Code, to permit employees of the United States and of the District of Columbia to serve as witnesses in certain judicial proceedings without loss of pay or charge to annual leave; and to extend the authority to pay travel expenses to include situations where an employee is summoned or assigned by his agency to testify in his official capacity or to produce official records on behalf of a party other than the United States. Section 6 of the Act contains similar provisions concerning legislative employees.

PAY

Public Law 91–656, approved January 8, 1971, the Federal Pay Comparability Act of 1970, amends title 5, United States Code, to: (1) establish a permanent mechanism to allow the President to adjust the salaries of the General Schedule, of Foreign Service employees, and of doctors, dentists, and nurses in the Department of Medicine and Surgery of the Veterans Administration; (2) provide for the President to designate an agent to study the results of the annual Bureau of Labor Statistics survey of private enterprise salaries; (3) provide for the President's agent to establish a Federal Employees Pay Council consisting of 5 representatives of employee organizations, and for the President to establish an Advisory Committee on Federal Pay, composed of 3 members to be appointed by the President.

Also, to: (4) provide for the designated agent, after consulting with the Federal Employees Pay Council and other employee organizations, to report to the President the necessary adjustments to maintain comparability with private enterprise; (5) provide for the Advisory Committee on Federal Pay to consider the agent's report and after obtaining further views from other experts to submit its own report to the President; (6) provide that, on the basis of the report, the President would adjust the salaries under the statutory systems, effective on or after October 1, each year except that if the President should find it inappropriate to make the comparability adjustment, because of a national emergency or other economic conditions, he could submit an alternate plan to the Congress by September 1, which would become effective unless rejected by either House of Congress, in which case the regular comparability adjustment would be required.

SPANISH-SURNAMED PROGRAM UNDERWAY

Fernando E. C. DeBaca has joined the staff of the Civil Service Commission to provide full-time advice and assistance in the employment of Spanish-surnamed Americans by the Federal Government.

The appointment of Mr. DeBaca caps a wide search to locate a person with the considerable talents and abilities needed for the job. The job, stated simply, is to provide the spark and leadership for implementing the 16 point program for employment of the Spanish-surnamed issued by the White House in November 1970.

Action to implement the program is already well underway. To cite a few examples:

- All CSC offices both at headquarters and in the field have been instructed to develop specific plans for each of the 16 points and to report on progress.
- Each Federal department and agency is being asked for similar progress reports.
- Three-day conferences to discuss the program with agency field officials were scheduled in 4 cities during February and March (Denver, Dallas, San Diego, and Atlantic City).
- Overall recruiting and training efforts are being reviewed to assure that full and proper emphasis is being given to the Spanish-surnamed.

The 16 steps which CSC Chairman Robert E. Hampton is undertaking, as announced by the President, are as follows:

(1) Appoint a full-time official in the Civil Service Commission who will provide advice and assistance on matters relating to Spanish-surnamed population to assure full application of the EEO program in all Federal agencies to this group.

(2) Begin an intensified drive to recruit Spanish-surnamed persons, particularly for identified public contact positions, in areas of heavy Spanish-speaking population, including the Southwestern States and in Chicago, Detroit, and New York, and certain other major metropolitan areas.

(3) Use specialized recruitment teams, to include Spanish-speaking persons, for college recruitment, particularly at colleges with heavy Spanish-speaking enrollments.

(4) Begin work immediately with OEO, DHEW, HUD, Labor to find ways to enhance opportunities at all levels for Spanish-surnamed Americans in programs dealing with the Spanish-speaking population as well as in other programs and in key occupations.

(5) Step up recruitment for Cooperative Education Program at colleges with significant numbers of Spanish-speaking students to permit entry from FSEE registers without necessity of written examination.

(6) Emphasize to Federal agencies availability of selective placement on bilingual basis so Spanish-speaking persons may be reached for appointment to positions dealing with the Spanish-surnamed population.

(7) Hold an EEO conference of Federal managers and equal opportunity officials in the Southwest designed to assure equal opportunity for Spanish-speaking persons in employment and upward mobility in Federal agencies.

(8) Develop plans for Federal agencies under CSC area office leadership to work with high schools in Spanish-speaking areas to make known job opportunities in the Federal Government and to counsel and to encourage students to stay in school.

(9) Hire for summer employment in Federal agencies high school and college teachers from schools serving Spanish-speaking students to give them understanding of the Federal Government which they can relate to students.

(10) Make special effort to inform Spanish-surnamed veterans of availability of noncompetitive appointments for Vietnam Era veterans including GS–5 level.

(11) Require Federal agencies to review their EEO action plans and minority employment figures and make any necessary revisions to assure the full applicability of the plans to Spanish-surnamed population.

(12) Review with agencies staffing of EEO program to make sure that there is understanding in the program of the special problems of the Spanish-speaking.

(13) Provide additional training programs on EEO and personnel management for Federal managers in areas of Spanish-speaking population.

(14) With the Department of Labor, explore the feasibility of establishing an Intergovernmental Training Facility for upward mobility and skills training for Federal, State, and local careers in the Southwest, probably in San Antonio.

(15) Collect necessary data and broaden analysis of minority statistics to bring out special information relating to employment and upward mobility of Spanish-surnamed persons in the Federal Government.

(16) Require EEO reports from agencies to reflect special information on Spanish-surnamed persons and include in the CSC agenda for EEO evaluation questions directed at particular problems relating to employment and upward mobility of Spanish-surnamed persons. #

U.S. GOVERNMENT PRINTING OFFICE : 1971—O-415-824

WORTH NOTING (CONT.)

politan areas and Federal Executive Associations in 84 communities to facilitate such activities by matching the skills of Federal volunteers with community needs. In an experimental program in the Washington, D.C., area during a 3-month period, approximately 300 Federal employees accepted assignments from 109 different voluntary agencies, including urban service centers, community schools, hospitals, and playgrounds.

• THE COMBINED FEDERAL CAMPAIGN, beginning this fall, will be the uniform fund-raising method in all communities in the United States where Federal employees or military personnel are located. This campaign combines the drives of the local United Fund or Community Chest, the American National Red Cross, the National Health Agencies, and the International Service Agencies into a once-a-year on-the-job campaign among Federal personnel.

In a combined drive, Federal employees have the opportunity to make contributions by means of payroll deductions. In the fall of 1970 the Combined Federal Campaign raised over $34 million among Federal personnel in the United States.

• "OPEN SEASON" on health benefits will be held once each year under a new regulation issued by the Civil Service Commission. For the past 10 years it has been Commission policy to hold an open season at least once every 3 years. During an open season, employees not enrolled in a health benefits plan will be able to enroll. Both employees and annuitants who are enrolled will be able to change from one plan or option to another, and to change from a self-only to a family-type of enrollment. An open season will be held November 15–30, 1971, and each November 15–30 thereafter.

• PAY COUNCIL: The Federal Employees Pay Council, authorized under the Federal Pay Comparability Act of 1970, will consist of the following members: John F. Griner, president, American Federation of Government Employees; Vincent L. Connery, national president, National Association of Internal Revenue Employees; Rudolph Oswald, economist, AFL-CIO; Clyde Webber, executive vice president, American Federation of Government Employees; and Nathan T. Wolkomir, president, National Federation of Federal Employees. Employee organizations were picked for the Council on the basis of the number of salaried employees they represent in exclusive units, and each organization then named its representative.

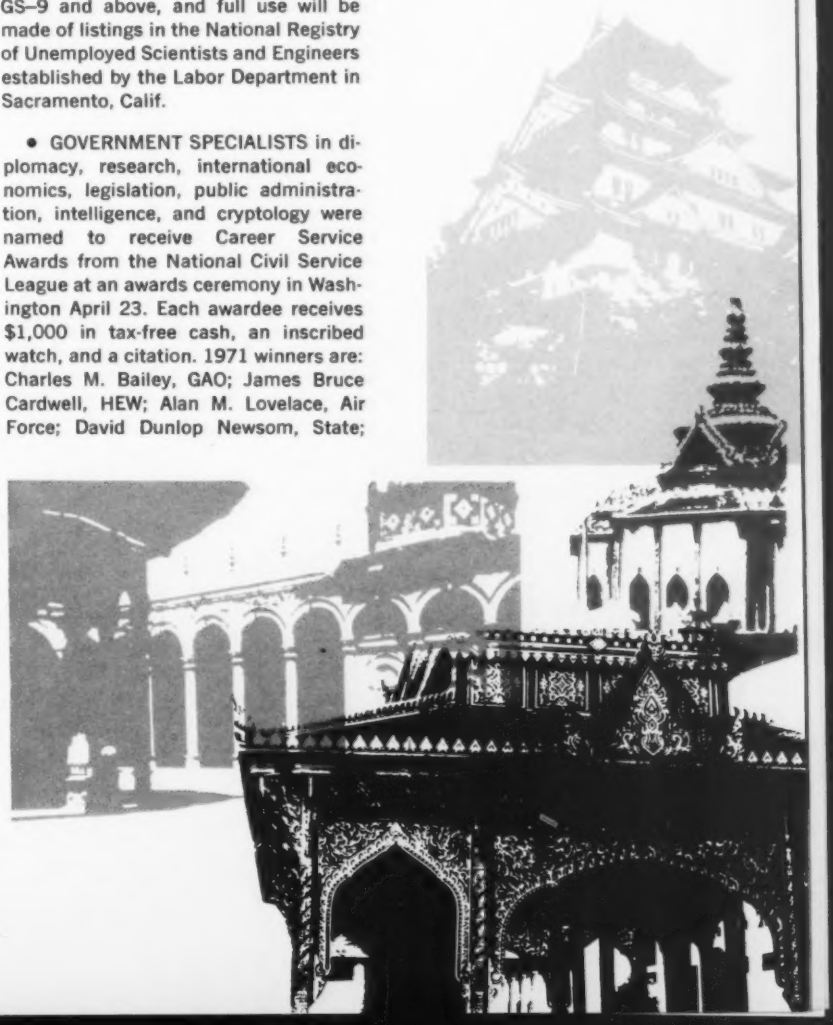
• PLACEMENT EFFORTS on behalf of unemployed engineers and scientists are receiving more emphasis in the Federal service. The Commission will make full use of existing flexibilities in the examining system to help these highly trained professionals, displaced from aerospace and defense jobs, find jobs in other gainful areas of employment.

Nationwide consideration will be given displaced scientists and engineers GS–9 and above, and full use will be made of listings in the National Registry of Unemployed Scientists and Engineers established by the Labor Department in Sacramento, Calif.

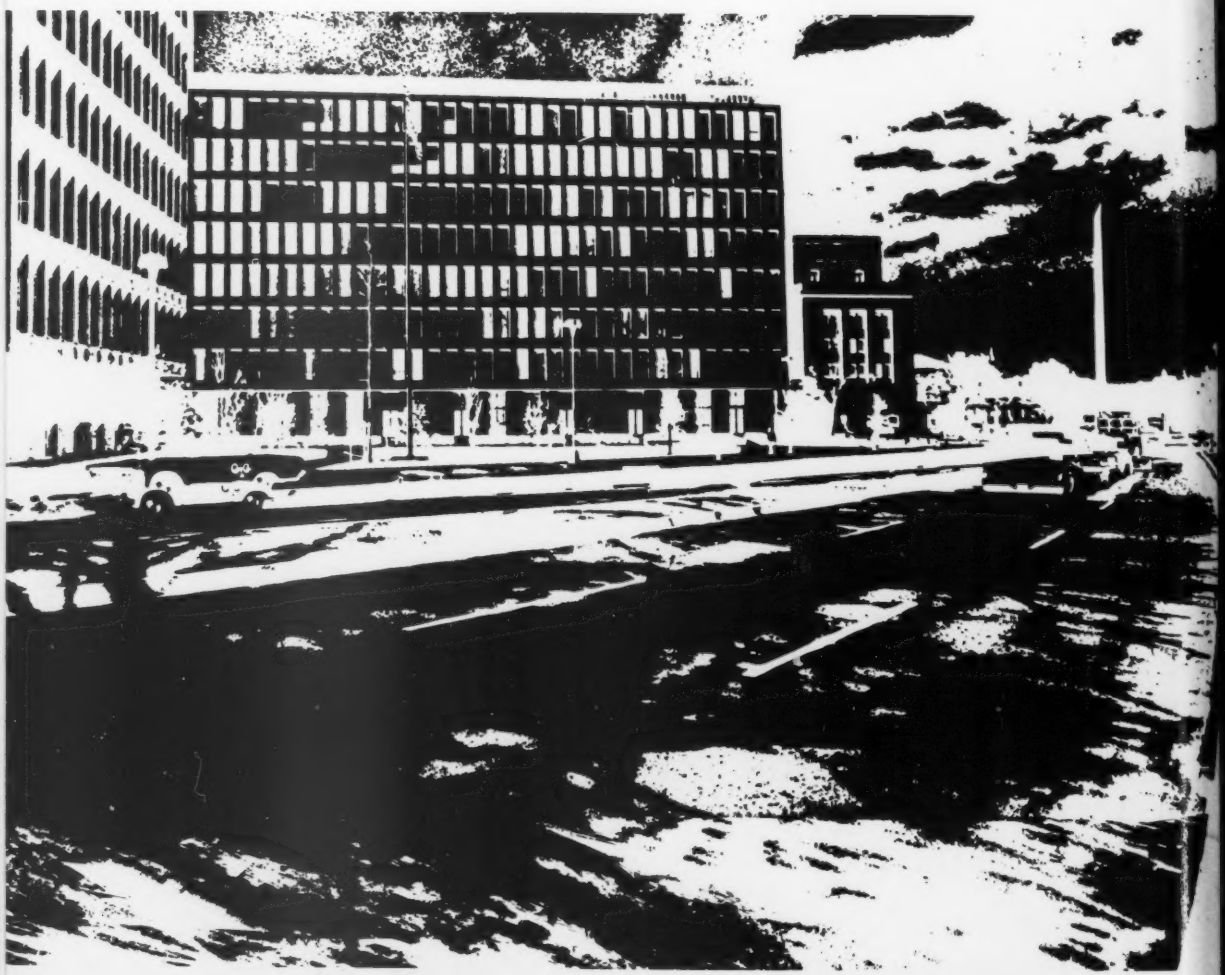
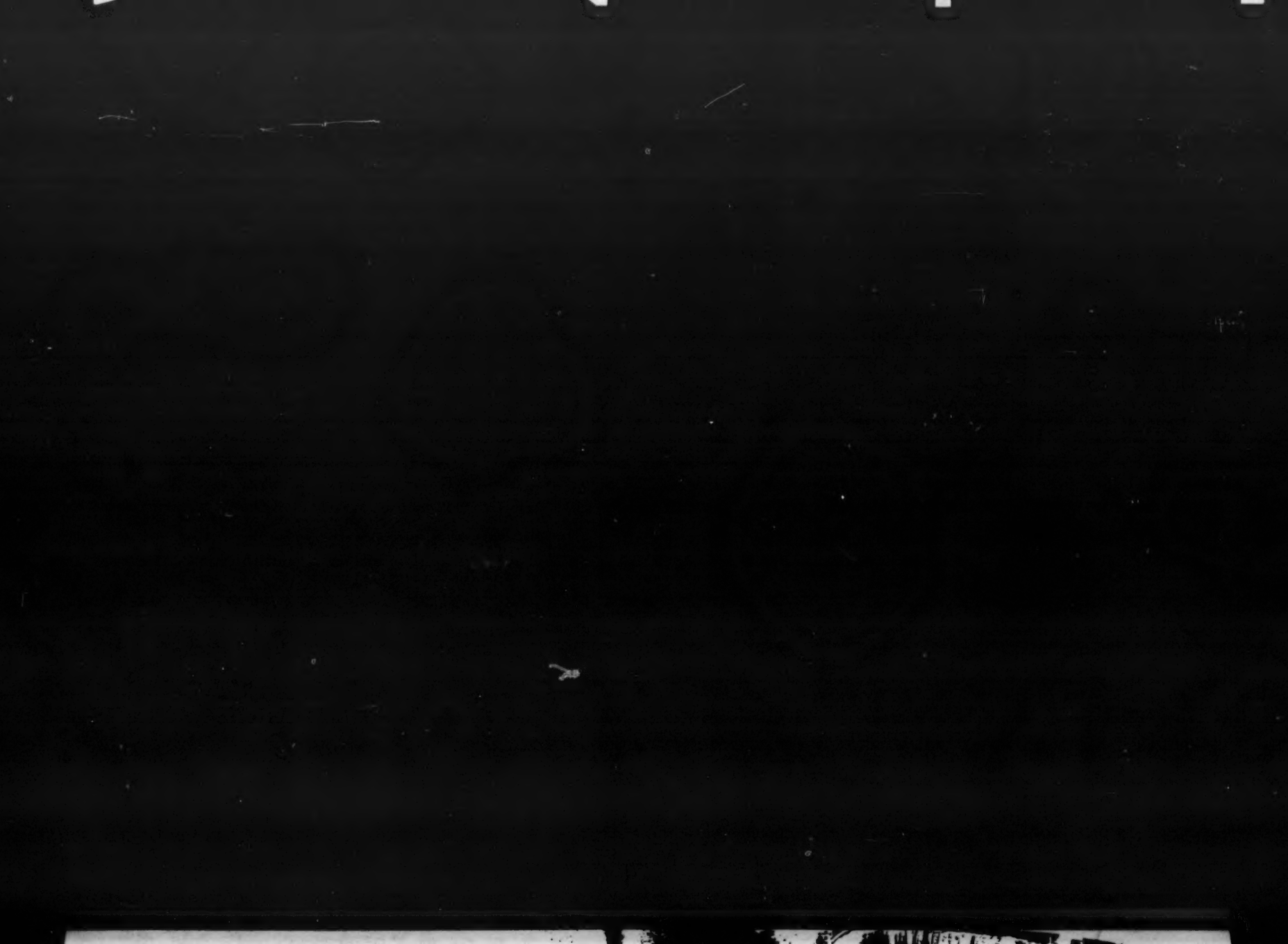
• GOVERNMENT SPECIALISTS in diplomacy, research, international economics, legislation, public administration, intelligence, and cryptology were named to receive Career Service Awards from the National Civil Service League at an awards ceremony in Washington April 23. Each awardee receives $1,000 in tax-free cash, an inscribed watch, and a citation. 1971 winners are: Charles M. Bailey, GAO; James Bruce Cardwell, HEW; Alan M. Lovelace, Air Force; David Dunlop Newsom, State; John E. Reinhardt, USIA; Wilfred H. Rommel, OMB; Willis H. Shapley, NASA; R. J. Smith, CIA; Louis W. Tordella, NSA; and Maurice J. Williams, AID.

• MERIT PROMOTION POLICY has been revised, with respect to one provision in which proposed changes have received widespread support from agencies and unions. Previously, where only one or two "highly qualified" candidates were available within the minimum area of consideration, the area had to be extended. From now on, the selecting official will have the option of picking one of these candidates if he wishes. If he does not do so, the extension *must* be made, and highly qualified candidates from outside the agency may be considered if three such candidates cannot be found within it.

—Bacil B. Warren



UNITED STATES
GOVERNMENT PRINTING OFFICE
PUBLIC DOCUMENTS DEPARTMENT
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U.S. GOVERNMENT PRINTING OFFIC